

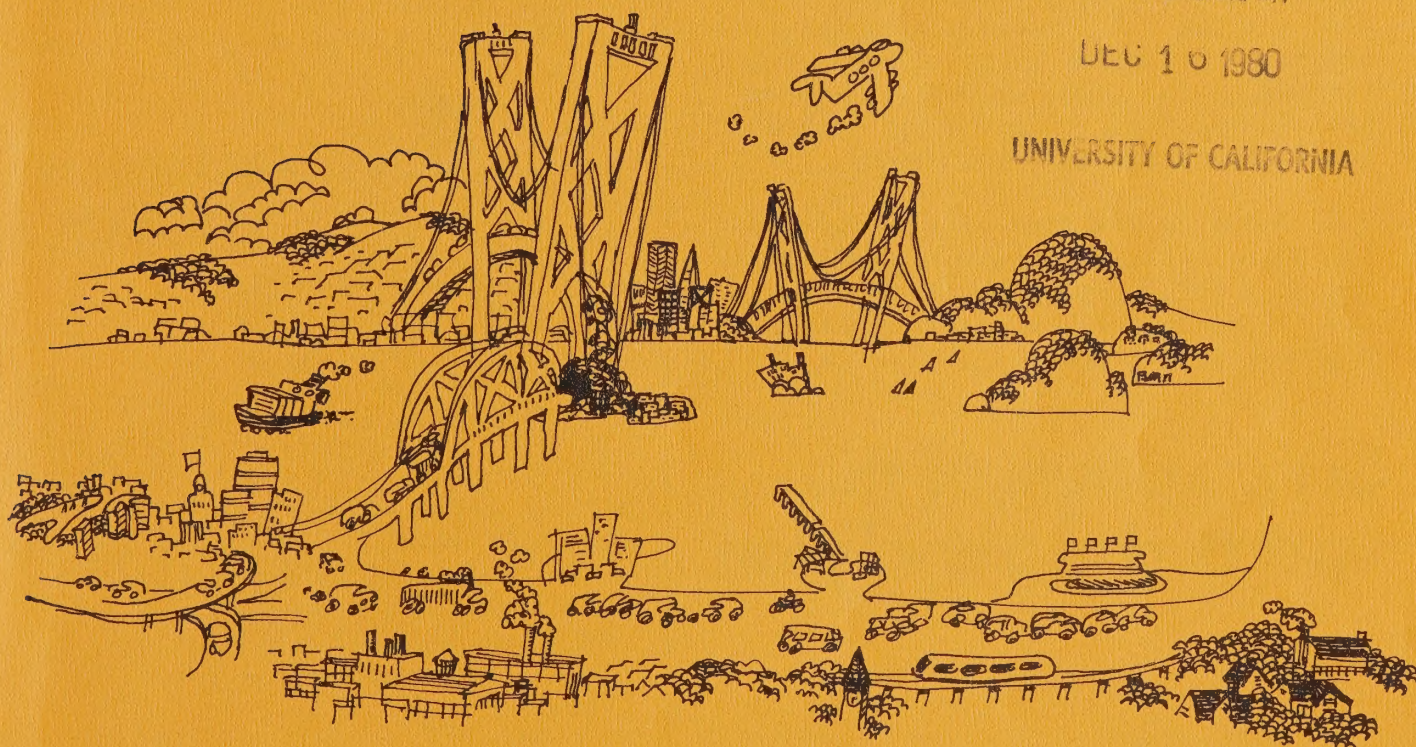
# GUIDE

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## SAN FRANCISCO BAY AREA REGIONAL PLAN

ASSOCIATION OF BAY AREA GOVERNMENTS  ABAG



# THE REGIONAL PLAN

The Regional Plan is a product of many years of work by citizens and elected officials of the Bay Area.

In 1961, local governments founded the Association of Bay Area Governments to plan for the physical, social and economic well-being of the nine-county Bay Area. In 1966, ABAG prepared the Preliminary Regional Plan and, after extensive review over the next four years, that document was approved as the Regional Plan 1970-1990. It has been, until 1977, the major comprehensive policy statement for the Bay Area.

In 1977, ABAG updated that document, bringing together policies from subsequently adopted plan elements and other ABAG actions. The revised document attempts to establish in one place a compendium of all regional policy, and to explain how these policies are applied in different parts of the region.

This guide is prepared as a preface to the plan. It is intended to explain the organization of the document and to show how it can be used to achieve different regional objectives.

## Six purposes of the updated regional plan



Plan and  
project  
review

ABAG implements regional policies through its reviews and recommendations

regarding major plans and projects.

- The Regional and Subregional Planning Strategies chapters will help identify key issues in the area where a development is proposed;
- The Findings section of the Objectives and Policies chapters explores these issues in more detail, and indicates what other regional concerns may be involved.
- The Planning Procedures chapter gives guidance on how ABAG will review the project; and
- The Impact Assessment section of the Planning Procedures chapter helps identify specific impacts of different types of actions.



ABAG frequently comments or testifies on pending legislation, or helps sponsor new legislation affecting the Bay Area.

- The Goals, and Objectives and Policies chapters summarize adopted regional positions on planning issues in the Bay Area; and
- The Institutional Recommendations sections of the Objectives and Policies chapters, which often contain specific guidelines for legislative advocacy, propose reforms that ABAG considers necessary in the political environment in the Bay Area.





## Assistance to local member governments

One of ABAG's jobs is to help its member governments through direct consultation, reference to other sources of help, and through research on possible funding sources.

- The Findings sections of the Objectives and Policies chapters help local governments define planning problems; the References sections indicate additional sources of information;
- Some of the Policies and Objectives chapters include specific guidelines for local government assistance; and
- The Plan itself gives local officials a quick reference to areas where ABAG has performed work.

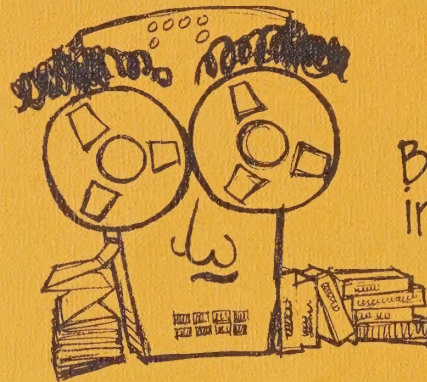


## Inter-agency coordination

Implementation of regional policies depends on cooperation among many different levels of government.

- The Goals of the plan, although adopted by ABAG, could be considered for adoption by other agencies as well. They can also be used as references by ABAG's representatives serving on other policy boards;
- The Implementing Actions, listed in the Objectives and Policies chapters, are often appropriate to agencies other than ABAG; and

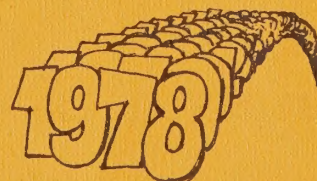
- The Institutional Recommendations often give specific guidance to other agencies on how to implement regional programs.



## Basic information

A simple but basic function of a plan is to impart information about problems, opportunities, and likely consequences of a particular action.

- The Findings section of each Objectives and Policies chapter gives an up-to-date analysis of different regional problems;
- The Subregional Planning Areas sections record important conditions and issues in different parts of the region; and
- The Impact Assessment section of the Planning Procedures chapter provides a means of identifying possible impacts resulting from different types of actions.



## Guidance for future direction of ABAG

In order to respond to new conditions, the planning process itself must be subject to change; ABAG needs a way to manage its changing role in the years ahead.

- Many of the Policies and Objectives chapters contain work program recommendations for future ABAG activities;
- The Plan format itself clearly reveals where current ABAG policy is deficient; this itself can be regarded as a possible agenda for future work; and
- The Institutional Recommendations often suggest ways in which ABAG, through State or Federal action, should accept new responsibilities.



# ORGANIZATION OF THE R

A - The region      B - Goals, policies &  
C - Strategies      D - Procedures      objective

(partial table of contents)

**A** The Region--an introduction to the San Francisco Bay Region, and to the planning problems that are most effectively addressed at the regional level. The section includes information on the physical and social environment, and on the decision-making institutions that exist in the area.



**C** Regional Strategies--are collections of implementing actions from the individual Objectives and Policies chapters. They are presented as unified packages of actions designed to realize multiple plan objectives.

Subregional Strategies--are strategies applied to special subareas of the region. The Regional Plan divides the nine-county Bay Area into sixteen "subregional planning areas." The Subregional Planning Areas Chapter highlights key regional issues in these areas, and shows how regional policy would apply in each. Subregional strategies are included for subareas where strategy decisions have been adopted (e.g., San Mateo Coast, Livermore-Amador Valley).



# REGIONAL PLAN

**B**

Regional Goals--are long-term general statements of regional needs. The goals cover all aspects of ABAG's planning concerns.

Regional Objectives and Policies--organize all regional policy into seven distinct and separate parts, each built around a specific regional need. These needs are:

Housing	Safety
Environmental Quality	Health
Economic Development	Transportation
Recreation	

Each "needs" section has this format:

**Objectives:**

Short-term regional goals, capable of being measured.

**Policies:**

Specific courses of action ABAG will take to realize its objectives.

**Implementing Actions:**

Short-term actions or programs designed to implement a particular policy. They may be put in force only if certain conditions are met.

**Institutional Recommendations:**

Recommendations ABAG makes to other local, regional, state, or federal agencies regarding implementation of regional policies.

**Plan Procedures:**

Some of the Policies and Objectives sections contain recommendations on how ABAG would review plans and projects of other agencies.

**D**

Procedures--are rules that govern how ABAG adopts its plan, implements it on a day to day basis, and amends it. Regional statements are classified three ways: Plan and Project Review, Plan Amendment, Impact Assessment, and Citizen Participation. Where

there are special procedural rules for specific plan objectives, they are located in those specific sections.



# About the Association

ABAG is owned and operated by the local governments of the San Francisco Bay Area. It was established in 1961 to meet regional problems through the cooperative action of its member cities and counties. At present, 87 of the 93 cities and 8 of 9 counties in the Bay Area are members. Twenty-five special districts, regional agencies and other government agencies are non-voting, cooperating members. ABAG serves an area of about 7 thousand square miles and nearly 5 million citizens.

ABAG is the areawide comprehensive planning agency for the Bay Area. Its approved Regional Plan provides a policy guide for planning of the region's:

- |                         |                       |                   |
|-------------------------|-----------------------|-------------------|
| • air quality           | • growth management   | • seismic safety  |
| • airport systems       | • housing             | • solid waste     |
| • community development | • human services      | management        |
| • comprehensive health  | • ocean coastline use | • transportation  |
| services                | • open space          | • water resources |
| • employment            | • seaports            | • water quality   |

Activities include developing long-range growth policies, adopting a regional housing element, initiating community development goals and policies, and implementing a plan to preserve natural resources and manage lands in the Bay Area. ABAG encourages citizen participation in regional planning, and has an active public information program.

A major impetus since 1976 has been the preparation of an integrated areawide plan for air quality, water quality, and solid waste management. ABAG is developing this environmental management plan through the cooperation of its member governments as well as a large number of public and private organizations. The effort is funded by a \$4.3 million grant from the U. S. Environmental Protection Agency. A draft plan will be reviewed at meetings throughout the region, then voted on by ABAG member governments in April 1978. Following State approval, EPA must approve the plan that October.

ABAG works jointly with other regional agencies such as the Metropolitan Transportation Commission, the Bay Area Air Pollution Control District, the State Water Quality Control Board, the Coastal Zone Conservation Commissions, and the Health Systems Agencies.

ABAG policy is set by the General Assembly, which meets at least once a year. Delegates are elected officials from member cities and counties. ABAG's Executive Board of 36 meets monthly to make operating decisions, consider grant applications, control expenditures and recommend major policies to the General Assembly. Executive Board members are appointed by county boards of supervisors, mayors and city councils. Membership on the Executive Board reflects the population

The work of ABAG's staff of 110 is directed by the Executive Board and by policy committees that deal with various program and interest areas.

ABAG is the Federally designated areawide clearinghouse for the Bay Area. Reviews and comments on applications from local jurisdictions cover more than 225 separate Federal assistance programs. During fiscal year 1976-77, ABAG reviewed more than 1,800 local applications.

Development proposals with potentially significant effects on the region may be examined in their early stages--before Federal grant applications are made--by ABAG's system of review panels.



ABAG Regional Planning Committee:

Vice Mayor Susanne Wilson, San Jose, Chair  
Supervisor John Tuteur, Napa County, Vice Chair  
Supervisor Larry Asera, Solano County  
Supervisor Edward J. Bacciocco, San Mateo County  
Supervisor Arnold M. Baptiste, Marin County  
Mayor Ralph C. Bolin, Napa  
Councilmember Donna Born, Santa Rosa  
Supervisor Joseph P. Bort, Alameda County  
Councilmember Louis Cortez, Newark  
Councilmember James Jackson, Cupertino  
Mayor Joyce Jackson, Albany  
Councilmember Margaret Kovar, Walnut Creek  
Councilmember Margaret Kozkowski, San Bruno  
Supervisor Dan McCorquodale, Santa Clara County  
Supervisor Robert Schroder, Contra Costa County  
Councilmember Robert B. Stockwell, Novato  
Rai Y. Okamoto, San Francisco

Barbara Eastman, Regional Water Quality Control Board, Advisory Member  
Jerry Edwards, National Association of Planners, Advisory Member  
Donald Gutoff, Bay Area Planning Directors Association, Advisory Member

Preparation of the Regional Plan, and  
support for past policy actions, was  
financed in part through planning grants  
from the following agencies:

U.S. Department of Agriculture (Forest Service)  
U.S. Department of Commerce  
U.S. Department of Defense  
U.S. Department of Health, Education and Welfare  
U.S. Department of Housing and Urban Development  
U.S. Department of Interior (USGS)  
U.S. Department of Transportation  
U.S. Environmental Protection Agency  
National Science Foundation





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# Association of Bay Area Governments

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## AN INVITATION TO

CITY AND COUNTY ELECTED OFFICIALS,  
MANAGERS, ADMINISTRATORS, PLANNING DIRECTORS,  
ORGANIZATIONS AND CITIZENS

TO DISCUSS "THE ABAG REGIONAL PLAN FOR THE BAY AREA TAKES ON A NEW LOOK"  
(A Schedule of Public Meetings for Discussion of  
the Updated Regional Plan)

ABAG's Regional Planning Committee is preparing a new format for the Regional Plan that brings all past ABAG policy actions into a single document for easy reference by decision makers, local officials and staff, and the public. <sup>20</sup> The Committee will hold public discussions in Napa (September <sup>20</sup> 13), Redwood City (September 14), and Hayward (September <sup>20</sup> 21), to present the draft plan and receive public comments.

The major features of the revised plan are:

- A Guide to the Plan tells what the plan contains and how it can be used to achieve different regional planning purposes.
- Concise statements of existing objectives and policies.
- A SAFETY Chapter which contains recommended new Earthquake Preparedness policies.
- A chapter describing existing regional strategies to meet overall problems facing the Bay Area.

I want to emphasize that, except for certain sections that are clearly marked in italics, this document contains only existing ABAG policy. The effort this year has not been on developing new policies but on creating a foundation for work in the future.

(over)

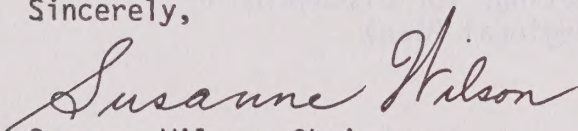


The Committee particularly wants to hear from you about:

- The accuracy of the subarea statements--do they reflect your understanding of important regional concerns?
- Where other strategies should be developed in the future to deal with issues not covered in this draft.
- Your response to the proposed Earthquake Preparedness policies.

I hope you will participate in this effort by the Committee to prepare a more responsive and usable Regional Plan.

Sincerely,

A handwritten signature in cursive script that reads "Susanne Wilson". The signature is written in dark ink and is positioned above the printed name and title.

Susanne Wilson, Chairwoman  
Regional Planning Committee  
Vice Mayor, City of San Jose



# IMPORTANT!!

## CHANGE OF DATES FOR PUBLIC MEETINGS

ON

## ABAG'S UPDATED REGIONAL PLAN

TWO OF THE PUBLIC MEETINGS NOTED ON THE PACKET OF DISCUSSION MATERIALS MAILED TO YOU ON AUGUST 12 HAVE BEEN RESCHEDULED FOR ONE WEEK LATER. PLEASE BE SURE THAT YOU HAVE THE FOLLOWING DATES ON YOUR CALENDAR:

### WEST BAY MEETING

FOR SAN FRANCISCO, SAN MATEO AND SANTA CLARA COUNTIES

WEDNESDAY, SEPTEMBER 14, 1977 AT 7:30 PM

SAN MATEO COUNTY BOARD OF SUPERVISORS CHAMBERS  
COUNTY GOVERNMENT CENTER  
590 HAMILTON  
REDWOOD CITY

### EAST BAY MEETING

FOR ALAMEDA AND CONTRA COSTA COUNTIES

TUESDAY, SEPTEMBER 20, 1977 AT 7:30 PM

ALAMEDA COUNTY PUBLIC WORKS AUDITORIUM  
399 ELMHURST  
HAYWARD

### NORTH BAY MEETING

FOR MARIN, NAPA, SOLANO AND SONOMA COUNTIES

WEDNESDAY, SEPTEMBER 28, 1977 AT 7:30 PM

NAPA HIGH SCHOOL LECTURE HALL  
2475 JEFFERSON ST.  
NAPA







## A G E N D A

### North Bay Public Meeting

Marin, Napa, Solano and Sonoma Counties  
Tuesday, September ~~13~~, at 7:30 p.m. 28  
Napa County Board of Supervisors Chambers  
~~1115 First Street, Napa~~  
(Upstairs, above ~~Carrithers~~ Department Store)

### West Bay Public Meeting

San Francisco, San Mateo and Santa Clara Counties  
Wednesday, September 14, at 7:30 p.m.  
San Mateo County Board of Supervisors Chambers  
County Government Center  
590 Hamilton  
Redwood City

### East Bay Public Meeting

Alameda and Contra Costa Counties  
Wednesday, September ~~21~~, at 7:30 p.m. 20  
~~Hayward City Council Chambers~~  
~~22300 Foothill Blvd., Hayward~~

- 7:30 I. Presentation by the Regional Planning Committee and Staff
- Regional Planning--a guide for resolving conflicts
  - How the new organization of all existing regional policies will improve regional decision making and conflict resolution;
  - How the new focus on subregional planning will help set priorities for future regional policy development;
  - How the new plan amendment procedures build in local government and public participation in annually updating the Regional Plan.

(over)



8:00 II. Questions and Comments from the Participants

- on the Objectives and Policies Chapters--the statements of regional issues and opportunities, identification of conflicts;
- on the recommended new Earthquake Preparedness policies in the SAFETY Chapter (New policies are shown in italics);
- on the Subregional Planning Area sections--the statements of conditions, issues and opportunities;
- suggestions for new regional policy development;
- suggestions on subareas where subregional strategies should be developed, or existing strategies amended.

Discussion Materials Attached:

Preliminary Guide to the Plan

Goals of the Regional Plan

Objectives and Policies Chapters (Housing, Environmental Quality, Economic Development, Recreation, Safety, Health, Transportation)

Regional Planning Strategies Chapter

Subregional Planning Areas Chapter (sixteen Subregional Planning Area Sections):

Subregional Planning Areas #1 through 5 are included for San Francisco, San Mateo and Santa Clara Counties

Subregional Planning Areas #6 through 11 are included for Alameda and Contra Costa Counties

Subregional Planning Areas #10, 12 through 16 are included for Marin, Napa, Solano and Sonoma Counties.

If you would like materials for other subareas, call Miyeko Rautenberg at the ABAG offices (415-841-9730). All sixteen subarea descriptions will also be available at the public meetings.



## GOALS OF THE REGIONAL PLAN

Regional goals give overall, long-range guidance to planning for the Bay Area. The following statements combine and reaffirm the goals approved as part of the Regional Plan 1970:1990, and a three-year goals statement approved in 1974.

1. REGIONAL AND SUBREGIONAL GROWTH CONSISTENT WITH THE CITY-CENTERED CONCEPT OF REGIONAL DEVELOPMENT.
2. A PERMANENT REGIONAL OPEN SPACE SYSTEM THAT MAKES POSSIBLE THE RANGE OF ACTIVITIES ESSENTIAL TO THE CITY-CENTERED CONCEPT OF REGIONAL DEVELOPMENT.
3. AN ENHANCED SENSE OF REGIONAL IDENTITY, RESPONSIBILITY AND COOPERATION AMONG CITIZENS, ORGANIZATIONS AND GOVERNMENTS IN THE BAY AREA.
4. PROTECTION AND ENHANCEMENT OF SAN FRANCISCO BAY AND THE MAJOR PHYSICAL FEATURES AND ENVIRONMENTAL QUALITIES OF THE REGION.
5. RETURN OF THE ENTIRE BAY TO A STATE OF ECOLOGICAL WELL-BEING.
6. MAXIMUM EMPLOYMENT OPPORTUNITIES IN THE REGION.
7. OPPORTUNITY FOR ALL PERSONS IN THE BAY AREA TO OBTAIN ADEQUATE SHELTER, CONVENIENT TO OTHER ACTIVITIES AND FACILITIES, IN NEIGHBORHOODS THAT ARE SATISFYING TO THEM.
8. PROTECTION FROM NATURAL AND MAN-MADE HAZARDS AND DISASTERS.
9. COMPREHENSIVE HEALTH SERVICES EQUALLY AVAILABLE, ACCEPTABLE AND ACCESSIBLE TO ALL BAY AREA RESIDENTS.
10. ACTIVE AND LEISURE TIME OPPORTUNITIES FOR ALL BAY AREA RESIDENTS.
11. A PHYSICAL ENVIRONMENT PLEASING TO THE SENSES.
12. A TRANSPORTATION SYSTEM THAT IS INTEGRATED WITH THE CITY-CENTERED CONCEPT OF REGIONAL DEVELOPMENT.







## HOUSING

### Findings

#### Regional Problems and Opportunities

The Region's current housing situation is critical on several fronts. Supply, cost, price, condition, availability, market discrimination, etc. are important issues underlying today's housing needs. These needs are best summarized in the following five issue statements:

- o The supply of housing units is not currently adequate to meet overall demand;
- o an increasing number of households are finding that ownership of desirable homes is not possible;
- o rental housing payments are often high for those who are forced to rent;
- o physical housing conditions are often substandard;
- o inequities and discrimination are still a significant deterrent to an "open" housing market.

According to Phase I of the Regional Housing Element published by ABAG in August 1975, more than 25% of the Region's households were poorly housed in 1970. The preponderance of these 457,000 units were rental. Almost a half of those occupants paid over 25% of their income in rent.

Housing needs are not uniform throughout the Bay Area. A larger percentage of the housing stock in older, more urbanized communities is substandard than in newer outlying communities. Income distribution also varies significantly. Generally, communities with a higher percentage of rental units also contain the poorest households. In fact, very few poor people are homeowners. Thus, the median income of homeowners (\$12,900) was almost twice that of renters in 1970 (\$7,150).

A high percentage of renters are ethnic minorities. Many neighborhoods and communities throughout the Region whose housing quality is inferior, also have high proportions of one or more ethnic minorities. In short, as a result of a variety of forces, the rich and many of the poor (and especially ethnic minorities) are concentrated in easily identifiable neighborhoods.



This concentration is manifested in the housing market in many ways. Not only are ethnic minorities subjected to this subtle form of isolation. Other groups, including the elderly, women and families with children are similarly isolated. This is because:

- o About 7% of the region's families have incomes below the nation's poverty level.
- o Where the head of the family is 65 years of age or older, the percentage is 10%.
- o For families in which the head is Black and 65 years of age or older, 20% have incomes below the poverty level.
- o Where the head of family is female and there are children under 18, 36% have incomes below the poverty level.
- o For families with female head and with children under 6, almost 50% have incomes below poverty.
- o Where the head of the family is female and Black and there are children under 6, 60% of the families have incomes below the poverty level.

As such, the concentration of poverty, dictated by the tendency not to have mixed residential development, creates the appearance of deliberate segregation and discrimination.

The period of explosive growth experienced by most Bay Area cities in the era of the 1950s and '60s has created, in many communities, a strong desire to exercise much more forceful control over the pace and extent of growth. At the same time, the economy of the 1960s that influenced much of this growth, has lost much of that earlier vitality in the 1970s. The resulting high unemployment and local spots of depression adversely impact the housing stock and the general physical condition of neighborhoods. ABAG member governments have recognized (1) the need to establish effective control over growth and (2) that such efforts must be primarily undertaken by individual communities within the framework of a regional policy.\* The same ABAG policy statement, however, also affirmed that the particular needs of low-and moderate-income families must be recognized in such growth management actions.

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\* General Assembly Resolution No. 3-73.



In many areas of the region, prime grazing and agricultural land has been converted to urban development, with a concurrent loss of potential recreation resources, without producing the housing needed by low- and moderate-income people. Moreover, inefficient development patterns have generated excessive costs in public facilities and basic utilities which are ultimately passed on to the full community. In older, more centrally located urban centers, pressures for increased densities have threatened the amenities of existing neighborhoods.

Feeling overwhelmed by their recent experiences of rapid growth, and enamored with the recent popularization of physical environmental awareness, many communities have established strong growth control mechanisms as a perceived solution to their dilemma. This local expression, however, can help frustrate a regional need to provide adequate housing for low- and moderate- income households.

This new local sentiment has tended to reduce the regional level of annual housing starts. It has contributed to a sharp rise in cost and even a higher rise in the price of marketed units. Vacancy rates decrease, overcrowding of existing units is more likely. Incidental overutilization of the existing housing stock leads to need for increased maintenance, which, if not responded to immediately results in rapid deterioration of housing. Several local governments have recognized the critical shortage of low cost housing. However, the conspicuous shortage of federal funds available makes it impossible to meet local planning needs. For instance, the federal assistance level now available to San Francisco is well below the city's application.

These escalating complexities have to a large extent initiated the tendencies of the Federal Department of Housing and Urban Development to attack urban problems directly in an attempt to head off the housing crisis (which is national). The HUD 701 Program and the Housing and Community Development Block Grant Program are expressions of this national goal. In keeping with this effort, California has just enacted legislation to establish a Statewide Housing Finance Agency for the purpose of stimulating the development and conservation of needed housing.\*

Both state and federal regulations require local housing elements as a prerequisite to funding of many programs to assist local governments. However, the urban communities with many of the most critical housing problems also lack the administrative infrastructure to produce these housing elements in-house and cannot spare the funds to hire a consultant to do it.

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\* Chapter 1 of the 1975-76 first extraordinary session of the California State Legislature, signed in law June 27, 1975.



Nevertheless, almost one half of the region's local governments have adopted housing elements. Many of them for example, the Cities of Oakland and El Cerrito and the County of Santa Clara, have documented specific intentions to coordinate future housing programs with regional objectives.

### Conflicting Objectives

As expressed earlier, local goals and objectives may often conflict with regional objectives. These conflicts may be manifested over a variety of issues, such as growth policies, housing allocation strategies, etc. Moreover, these conflicts often highlight the key objectives of the various components of the Regional Plan most in need of reconciliation with each other.

An important regional economic development objective is the provision of sufficient jobs to match the Bay Area's labor force by 2000. Local efforts are similarly directed to reduce local unemployment. The issue statement is over-generalized, and current implementation strategies present an important discrepancy. Many of the industries encouraged to locate in outlying urban areas and newer cities are light manufacturing, regional shopping centers, warehousing and other such activities which tend to generate lower-paying industrial jobs and service jobs. Accordingly, many of the employees attracted to work in these areas would not be able to afford to support a household in that community.

A transportation objective is to promote transit use consistent with a city-centered concept of regional development. However, given the current housing supply and high regional unemployment, not many Bay Area heads of household actually have an opportunity to completely control the choice of both job and home. Thus, the transportation objective, impacted by the economic condition of the region compounds this aspect of the housing dilemma.



## OBJECTIVES:

1. Distribution of the region's available housing subsidies to meet needs. (Adapted from Objective I, Housing Element)
2. Expansion and conservation of housing in accord with the region's needs, and especially housing for low- and moderate-income people. (Adapted from Objective 3, Housing Element)
3. Elimination from the housing market of all arbitrary discrimination based on race or ethnic origin, sex, marital status or household composition. (Adapted from Objective 4, Housing Element)

## POLICIES

### A. LAND USE POLICIES (None)

LAND USE IMPLEMENTING ACTIONS (None)

### B. PHYSICAL RESOURCE POLICIES (None)

PHYSICAL RESOURCE IMPLEMENTING ACTIONS (None)

### C. FINANCIAL RESOURCE POLICIES

Develop financial mechanisms that would increase the flow of public and private money into housing conservation and development in accordance with the region's needs.

FINANCIAL RESOURCE IMPLEMENTING ACTION

1. ABAG will establish a revised regional housing allocation system which will indicate how much each locality and each county should receive of the region's available housing subsidies, in order to aid in filling the region's housing needs. Such a system would balance estimates of each locality's housing needs with an array of other factors.

### D. HUMAN RESOURCE POLICIES (None)

HUMAN RESOURCE IMPLEMENTING ACTION (None)

## PROCEDURES

### Plan and Project Review

1. Community Development Block Grant applications must be consistent with the housing policies and housing allocation system approved by ABAG, in order to receive favorable review by ABAG.
2. Local general plans, housing elements, and implementing programs, in order to be found consistent with regional policies and objectives, and to receive favorable review by ABAG, must specify strategies and actions to be initiated by local governments to meet their own housing needs and the region's housing needs.



3. ABAG will support efforts of communities applying for housing and community development subsidies or other funding, where these communities demonstrate a commitment to fulfilling their responsibilities in meeting the region's housing needs.
4. ABAG will produce a regional housing element which follows the format of state guidelines for local housing elements and provides a framework for viewing local elements in a regional context.

#### Local Assistance

1. ABAG will periodically revise the regional housing allocation system in accordance with current estimates of housing need and other factors.
2. ABAG will give assistance, on request, to member cities and counties in their efforts to devise legal and fiscal measures to implement the regional housing allocation system.
3. ABAG will assist member cities and counties, on request, in formulating local housing allocation plans suitable to their own needs and consistent with the regional housing allocation system and will incorporate locally adopted allocation systems into the regional system, insofar as they are mutually consistent.
4. ABAG will assist member governments, on request, in developing and revising financial and legal mechanisms and community development regulations to upgrade their capacity to expand and conserve the supply of low- and moderate-income housing, in accord with the region's needs.
5. ABAG will provide technical information and assistance, upon request to member cities and counties setting up local anti-discrimination programs.
6. ABAG will give technical assistance, on request, to local governments in their efforts to produce and implement their housing elements.

#### Institutional Recommendations

1. ABAG will urge the Federal Department of Housing and Urban Development to utilize the approved regional housing allocation system as the controlling mechanism for disbursing housing subsidies to localities in this region.
2. ABAG will urge the State of California, through the State Housing Finance Agency, to incorporate the approved regional housing allocation system into its procedures for disbursing subsidies to local jurisdictions within this region.
3. ABAG will urge the State of California to enforce its requirement that localities complete a housing element in accord with adopted guidelines.



4. ABAG will urge the Federal government to require the equivalent of a local housing element from municipalities and counties applying for Community Development grants and housing subsidies.
5. ABAG will urge the Federal and State governments to require that local governments show a clear commitment to the expansion and conservation of low- and moderate-income housing in order to receive grants or subsidies for any type of development activities.
6. ABAG will urge local governments within the region to support responsible efforts of citizens to participate meaningfully in housing planning, policy development and implementation activities.
7. Local general plans and housing elements, in order to be found consistent with regional planning and objectives, must include realistic assessments of the extent of discrimination operating in the local housing market.
8. Local development plans and housing project proposals, in order to be found consistent with regional planning policies and objectives, must contain explicit provision for implementing nondiscrimination and affirmative action policies through their housing marketing and sales programs.
9. ABAG will urge that local, State and Federal antidiscrimination laws be strengthened and enforced, that their enforcement capability be adequately funded and staffed, and that local fair housing offices be given financial support by government.
10. ABAG will urge private and public financial institutions to:
  - a. remove arbitrary discrimination from their lending and insurance practices.
  - b. halt the practice of arbitrarily diverting lending resources away from low-income and/or minority and integrated neighborhoods.
  - c. fund local efforts to combat arbitrary discrimination in the housing market.
11. In accord with ABAG Resolution 7-73, ABAG will continue to advocate repeal of California Constitution Article 34, requiring referendum approval before the construction or purchase of low-income housing by a public entity.



## References

The preceding policy material was compiled from the ABAG programs, studies and reports listed below. These programs and documents can supplement that policy material when additional detail is desired.

1. Estimates of Housing Needs, San Francisco Bay Area, 1970. Association of Bay Area Governments, October, 1973
2. Summary Report of the Housing Needs of the San Francisco Bay Region, 1970. ABAG, 1973.
3. Regional Housing Task Force: Regional Housing Allocation, ABAG, March, 1974 (unpublished).
4. Phase I of the Regional Housing Element, San Francisco Bay Area, ABAG, August, 1975.
5. Summary of the Regional Housing Element, ABAG, 1975
6. Second Estimate of Bay Area Housing Needs, 1970. ABAG, September, 1975
7. Regional Housing Subsidy Distribution System. ABAG October, 1976 (Unpublished)
8. Draft -- San Francisco Bay Area Housing Profile, 1970-75, ABAG, May, 1977
9. Housing Characteristics/Needs of Total Households and Special Groups (1970). ABAG May, 1977 (Unpublished)

Major project reviews that implement regional housing policies on a sub-regional basis are listed below:

(to be included in final draft)



## ENVIRONMENTAL QUALITY

### A Note on the Environmental Quality Element

ABAG is currently preparing an Environmental Management plan to develop detailed programs in air and water quality, and solid waste management. This plan, which is being prepared jointly by ABAG and local governments, will be completed in early 1978 and will then be approved by ABAG for integration into the Regional Plan.

Because of the magnitude of this environmental planning effort, and because of its imminent completion, a separate Environmental Quality Element has not been prepared for this Regional Plan update. When the EMP is finally adopted by ABAG it will in large part constitute that Environmental Quality Element.

The following are examples of existing ABAG policy on Environmental Quality that will be reflected in the Environmental Management Plan:

OBJECTIVES:

1. Urban areas should be planned and managed to minimize pollution causing processes.
2. ABAG will take actions that reduce need for long distance commuting.
3. ABAG will protect the region's residents by reducing their exposure to hazardous environmental conditions.
4. Recommend that sources of pollution, which can not be adequately controlled, be placed where their contact with urban areas can be minimized.

POLICY:

1. The development of recovery and recycling procedures for solid waste should be fostered and assisted by all governmental levels, especially through a taxation policy.

AREAS OF CRITICAL ENVIRONMENTAL CONCERN

POLICIES:

Air Quality:

1. Identify and protect lands whose vegetative quantities contribute to the maintenance of regional air quality.

Water Quality:

1. Identify and protect lands capable of absorbing wastewater which would otherwise have been transported to other jurisdictions, or which would have been introduced to surface water sources leading eventually to the ocean or Bay.
2. Protect those lands capable of collecting and absorbing agricultural and storm runoff which cannot be controlled at point sources in individual local jurisdictions.
3. Protect lands important for maintaining surface and groundwater supplies that offer potential complementary sources of water to importation.

Solid Waste:

Identify and reserve for present and future multi-jurisdictional use lands which are capable of receiving and absorbing solid waste matter transported to Bay Area communities.

Promote resource recovery programs and research and demonstration projects to test new concepts in waste management.



## ENVIRONMENTAL MANAGEMENT PLAN-SOLID WASTE WORK PROGRAM 1977

### OBJECTIVES:

1. To promote maximum reuse of materials in the waste stream by all sectors of the regional community at the earliest possible date with due consideration to economic effects.
2. To limit the use of landfills to those wastes for which resource recovery processes have not been developed.

## COUNTY SOLID WASTE PLAN REVIEW STATEMENT (1975)

### POLICY:

1. Land is a resource to be conserved; the use of land for the disposal of wastes should be limited-- over the long run-- to those wastes for which there is no reuse potential or for which no other safe disposal method has been determined.

## WATER SEWAGE AND DRAINAGE PLAN

### OBJECTIVES:

1. Provisions of domestic water systems that produce water conforming to U.S. Public Health Service Drinking Water Standards.
2. Provisions of water systems which meet the requirements of the American Insurance Association.
3. Provision of service in all urban areas.
4. Provision of water treatment facilities capable of being used for at least 10 years without expansion.
5. A maintenance of bacteriological standards in the bay consistent with unrestricted water-contact recreation and safe human consumption of marine life.
6. Water quality standards to minimize the acceleration of the eutrophication of the bay system with special emphasis on the south bay and delta areas.

## POLICIES:

1. Short range planning priority shall be given to the consolidation of outfalls and extension into areas of greater dilution and dispersion.
2. Short range planning priority shall be given to the removal of all wastewater discharges from those areas of the bay where dispersion, dilution, or natural purification is inadequate.
3. Advanced treatment for recycling should be conducted at local facilities whether these are municipal or industrial.
4. Valid water quality parameters to control the discharge of toxic and cumulatively harmful wastewaters into the bay.
5. Encouragement of water reclamation and reuse to the maximum extent feasible considering its potential in regional water resources planning.
6. Maximum "in-house" reclamation and reuse of industrial wastewaters should be practiced and should be the ultimate goal of all large industrial water users.

## References

The preceding policy material was derived from the ABAG programs, studies and reports listed below. These programs and documents can supplement the policy material when additional detail is desired.

Regional Plan 1970: 1990.	July 1970
Water, Sewer, and Drainage Plan - Phase II	September 1971
Areas of Critical Environmental Concern	May 1976
Environmental Management Plan Work Program	April 1976

Major project reviews that implement regional environmental quality objectives on a subregional basis are listed below.

(to be added in final draft)



## ECONOMIC DEVELOPMENT

### Findings

#### Regional Problems and Opportunities

In its broadest sense, economic development means obtaining the most efficient use of resources available to achieve certain objectives. For purposes of this Regional Plan, however, this subject must be restricted to more limited and definable areas of concern. Thus, though it might be reasonable in other circumstances to focus on such aspects of economic development as increased production of goods and services, or increased efficiency of production, or the redistribution of the goods and services produced, this document will concentrate on economic development as it affects employment possibilities in the Bay Area. This does not imply a lack of interest in the aspects mentioned earlier, or yet other aspects not mentioned - instead, it means that when such aspects are considered, they will be considered from the perspective of their relationship to employment possibilities.

#### Recent History

For a number of reasons, including immigration, increased participation of women in the labor force and the relative decline of some traditionally important employment sectors such as manufacturing and construction, unemployment in the San Francisco Bay Area has been above the national average for several years. During the period 1970-1976, the mining, contract construction, non-durable goods manufacturing, transportation communications and utilities, federal government and agricultural sectors all showed absolute decreases in employment; while employment in the durable goods manufacturing and wholesale trade sectors increased during the period, the increases were less than that of the labor force. Only in the retail trade, services, state and local government, and finance, insurance and real estate sectors did employment increase faster than the labor force from 1970 to 1976.

The changes in sectoral employment just outlined reflect changes in the structure of the Bay Area economy with the manufacturing, agricultural and federal government sectors becoming relatively less important as employers while the service, financial and state and local government sectors became relatively more important. To some extent these shifts are consistent with those experienced by the state and nation as a whole and to that extent are likely the results of influences operating on a statewide or national scale. Such influences are likely to be largely beyond the reach of the local or regional policy. However, there do remain opportunities for local and regional policy to shape economic development of the region to better provide employment opportunities and meet other local and regional objectives as well.

#### Economic Development and Public Policy

Economic development is, of course, only one of the objectives of planning policy. From the local to the federal level, such issues as air and water pollution, land use or distribution of fiscal burdens among local jurisdictions also affect policy decisions. The examples to be treated in this

section are not mutually exclusive nor do they necessarily exhaust the potential areas for constructive regional policy involvement. They do, however, include some of the areas which illustrate a present and potential regional role in economic development policy and its integration with other objectives. Some of these roles are:

### 1. Industrial siting

There have been complaints that environmental regulation has at times become more complex than is necessary to meet the society's environmental quality objectives, resulting in unnecessary obstacles to the attainment of economic development. Further, the benefits and costs to local governments which result from industrial development may be inequitably distributed. There are clear regional advantages to be gained by examination of such issues. If regional entities conclude that such unnecessary conflicts between economic development and other objectives do exist, those entities can recommend modifications in the form of state and federal regulation.

### 2. Manpower

Existing regional sources of information on industrial and commercial planning and development can be used to draw implications for manpower and training needs which supplement the state-level work of the Employment Development Department. Also, regional coordination of locally-supported manpower training can prevent unnecessary duplication of local programs.

### 3. Tax Sharing

A critical regional issue is the fiscal disparities which can occur when one local jurisdiction has the benefit of a substantial business tax base while the industry's employees live in another jurisdiction which must bear the costs of providing public services to them. Not only are such solutions inequitable in their distribution of fiscal burdens, but they may encourage local governments to compete in offering incentives to business locating in their area, which could result in wasteful development patterns. There is a pressing need to explore potential regional mechanisms to prevent such fiscal disparities.

### 4. Information

Adequate information is essential to effective policy at any level. There are a number of issues whose scope is too great to fit naturally into local capacity for study and analysis, but too specific and limited to justify state level involvement. Issues of this scale fall logically to regional study and analysis. Examples of such studies might include regional land use surveys, resource inventories, description of population parameters, analysis of intraregional economic interdependencies and projections of the course of future regional development. Such studies not only aid in public decision-making but can also be useful to private sector decision-makers in planning their enterprises.



## THE ECONOMIC DEVELOPMENT ELEMENT

### OBJECTIVES:

1. The total number of jobs in the region should match the total resident labor force as it increases to the year 2000.
2. Expansion of job opportunities and income levels for disadvantaged groups.

### POLICIES:

#### A. LAND USE POLICIES

1. Ensure land and facilities for the economic growth of the region.

#### LAND USE IMPLEMENTING ACTIONS

1. Provide maximum employment opportunities to residents within their own communities.
2. When compatible, employment should be located within or adjacent to existing communities.
3. Growth of employment within the inner city or where there are concentrations of unemployed or unskilled people should be given high priority.

#### B. PHYSICAL RESOURCE POLICIES

1. Employment programs should take maximum advantage of physical resource opportunities in the region.

#### PHYSICAL RESOURCE IMPLEMENTING ACTIONS

1. Preserve and enhance the following types of land, water and energy resources.
  - a. forested and timber lands
  - b. geothermal wells, other energy resources
  - c. prime agricultural land
  - d. fishing areas and areas for agriculture
  - e. minerals

#### C. FINANCIAL RESOURCE POLICIES

1. Provide new investment opportunities where growth and employment are desired and feasible.
2. Property and sales systems should promote rational development siting.

## FINANCIAL RESOURCE IMPLEMENTING ACTIONS

1. Where further growth and employment are desired, take advantage of existing public and private investments.
2. Regional tax sharing

## HUMAN RESOURCE POLICIES

1. The region should endeavor to promote labor intensive jobs.
2. Job training programs and economic opportunities in the major labor market of the region... should be closely matched to foster greater access to all, and especially disadvantaged population groups.

## References:

Economic Issues in Growth Policy Formulation, ABAG, Issue Paper 5. (1974)

"A Special Report on the San Francisco Bay Area", Security Pacific Bank, 1975.

"Northern Coastal California: Economic trends in the Seventies," Security Pacific Bank, 1977.



## TRANSPORTATION

The following statement of transportation objectives and policies is adapted from the Regional Transportation Plan prepared by the Metropolitan Transportation Commission. It is included here pursuant to the memorandum of understanding signed in 1973 by ABAG, MTC and the California Department of Transportation, establishing that the RTP was to be considered as the transportation component--and hence an integral part--of the Regional Plan.

It is important to note that transportation policies occupy a position in the Regional Plan that is different from policies in other sections. Health, or housing, for example, are legitimate ends in themselves, and it is possible to develop programs for achieving them independent of (although not without understanding) other regional objectives. There is no similar independent transportation program. Its policies will depend entirely on the overall goals of the Regional Plan.

This idea is corroborated by the State Transportation Board, which adopted the following statement in a recent report:

Transportation is not an end in itself. People do not need it just so they can go somewhere. Transportation is necessary for people to have access to a variety of opportunities--social, economic, community, and recreational--that contribute to a fuller meaningful life.

State Transportation Board, 1977

The purpose of the overall Regional Plan is to explore and identify those opportunities so that the transportation policies in this section can be supportive of their attainment.

## TRANSPORTATION

### OBJECTIVES:

1. Efficient movement of the people and goods within, to and from the region.

### POLICIES:

#### A. LAND USE POLICIES (None)

#### LAND USE IMPLEMENTING ACTIONS

1. Major urbanized areas and gateways to the region shall be linked by highway facilities.
2. Major urbanized areas shall be served by frequently scheduled trunk line transit service.
3. Major transit service improvements shall be made within congested core areas of the region.
4. Urbanized, rural, and economically disadvantaged areas of the region shall have at least minimum levels of local and feeder transit service.

#### B. PHYSICAL RESOURCE POLICIES

1. Develop transportation programs that consist of well-coordinated multimodal systems to meet demonstrated travel demands consistent with regional goals.
2. Design transportation programs to reduce dependence on the automobile as a transportation mode.
3. Promote more efficient utilization of existing transportation facilities as an alternative to construction of new facilities.
4. Provide a level of mobility in public transit so that it is more reasonably comparable to that afforded by the privately owned automobile.
5. Promote transit to meet peak-hour travel demands to major activity centers, assuring reasonable comfort and convenience.
6. Increase the speed, frequency and service efficiency of transit to enable it to compete with the automobile as a feasible and attractive choice.
7. Highway planning and investment shall give priority to increasing the ability of existing highways to move people and goods.
8. Provide efficient, convenient and economical interface among different transportation modes and safe, comfortable and attractive facilities at principal transfer locations shall be fostered.



#### PHYSICAL RESOURCE IMPLEMENTING ACTION IS

1. Programs shall be developed to induce greater use of transit to meet peak-hour travel demands in major travel corridors including provision of automobile parking facilities at outlying transit stops and bicycle parking where appropriate at all major transit stops, and assurance of adequate feeder transit service.
2. The development of bicycle facilities to achieve access by bicycles throughout the region shall be given a high priority.
3. Provision for transporting bicycles on mass transit shall be encouraged to permit bicycles to function as flexible feeder service vehicles at trip ends.
4. Where major transit need has been established, transit systems may be given precedence for use of portions of highway, street and bridge rights-of-way.

#### C. FINANCIAL RESOURCE POLICIES (None)

##### FINANCIAL RESOURCE IMPLEMENTING ACTIONS

1. Pricing mechanisms and other economic incentives and traffic and parking restrictions shall be considered for appropriate application to reduce automobile use and traffic congestion and improve access in major urban areas consistent with local and regional interests.
2. In those areas where adequate transit service is not feasible, highway investment shall provide a reasonable level of service for travel demands.

#### D. HUMAN RESOURCE POLICIES (None)

##### HUMAN RESOURCE IMPLEMENTING ACTIONS

1. Pedestrian access shall be given priority as a transportation mode where activity concentration is so high that most convenient access is achieved by walking or limited distance "people movers", shuttles, bicycles, or other pedestrian facilities.
2. Changes in working patterns (such as adoption of staggered or flexible working hours) shall be encouraged in order to reduce peak hour travel demands by spreading them over a broader time base.

## PROCEDURES

1. Before approval of new highway facilities, the corridor shall be evaluated for transit rights-of-way needs and for the feasibility of a transit alternative to the highway.
2. To serve and reinforce, thru transportation programs, other regional goals, including land use, population, employment, social and urban development and environmental preservation.
3. Transportation programs shall be designed to provide service capacity which corresponds to the travel demand generated by approved regional activities.
4. Transportation programs shall be coordinated with and consistent with planned regional growth and development plans.
5. Transportation systems shall be used as a means of guiding regional development according to the policies of regional land use agencies.

Three sections of the Policy Chapter of the Regional Transportation Plan are not included in the ABAG Transportation Element. The paragraphs below explain how the policy statements in those sections are reflected in the Regional Plan.

### SOCIAL ENVIRONMENT

The statements in this section speak largely to social and economic conditions that must be considered when selecting alternative transportation programs. In the Regional Plan, these concerns are the basis of the assessment and evaluation process, in which actions in one functional program are investigated in terms of their impacts on others. The criteria for such an assessment process are included in the Procedures chapter of this Regional Plan.

### SPECIAL TRANSPORT ELEMENT

These statements pertain mostly to aviation policies as expressed in the Regional Aviation Systems Plan. ABAG and MTC are updating that plan this year; when that work is completed, its policies shall be included in the Regional Plan.

### POLICY IMPLEMENTATION

These policies speak to operating procedures of the Metropolitan Transportation Commission. Those procedures that affect the functioning of comprehensive regional planning are included in the discussion on "governmental organization" in the introductory chapter of this Regional Plan.



## HEALTH

### Findings

#### Regional Problems and Opportunities

The quality of health care in the Bay Area is generally high. Serious problems persist, however, most urgent of which are the skyrocketing costs of care and relatively poor accessibility of health services to certain subpopulations in the region. In addition, substance abuse, both alcohol and drugs, present serious planning coordination problems. These areas of specific concern are explored in the following paragraphs.

##### 1. Need for Improved Health Services and Facilities

The Bay Region enjoys one of the highest per capita income levels in the nation, yet scores worse than many countries in health status indicators such as infant mortality. Minority groups, primarily the Hispanic and Black subpopulations, suffer substantially worse health than the regional average. At the same time, however, the region has an embarrassment of "riches"--excessive bed capacity, a higher than average number of physicians per capita, and many excellent specialized medical services, such as those available at Stanford Medical School. Hospitals should have an 85 to 95 percent bed occupancy rate to be economically efficient. In the region the rate is nearly fifty percent. Physicians are concentrated in the White, higher income areas and around major hospitals. Some rural areas of the region have more physicians per capita than parts of the minority occupied central cities. Many barriers remain between the urban poor and adequate health care.

##### 2. Need for Improved Accessibility of Health Care

Increasing access to health care, especially to the underserved and vulnerable populations of the poor, the handicapped, the old and the young, is a persistent and difficult problem.

The transportation facilities of the region do not include a coordinated and complete regionwide transit service. Many areas are without effective transit accessibility, and often where transit districts do operate, they tend to be localized.

### 3. Need for Improved Treatment of Substance Abuse

Substance abuse--alcoholism and drug abuse--are severe and pervasive health problems in the Bay Area. California was one of the first states to recognize the extent of the problem and to initiate a number of programs to work towards solutions and rehabilitate substance abusers. Alcohol and drug abuse are included in the State-mandated five year Mental Health Plans which each county must develop, showing how the county mental health program and other community resources will be brought to bear upon these target groups. Planning for combatting substance abuse is not done only within the framework of Mental Health; each county also has coordinating councils for both drug abuse and alcohol.

Several ABAG policies and objectives speak specifically to the accessibility of health services, the need for comprehensive health planning, cost of services and many other issues. The next section will outline these objectives and policies, which are derived from the Bay Area Comprehensive Health Planning Council, endorsed by ABAG through a Memorandum of Agreement. Only those statements considered applicable to regional planning are included.



## HEALTH

### OBJECTIVES:

1. Reduce or eliminate barriers to equality of access to health services such as economic, social, racial, ethnic, age, sex, health status.
2. Provide equal access to comprehensive health services.
3. A comprehensive drug abuse treatment and prevention program accessible, available, and acceptable to all Bay Area residents.
4. A comprehensive alcoholism treatment and prevention program accessible, available, and acceptable to all Bay Area residents.

### POLICIES:

#### A. LAND USE POLICIES (None)

##### LAND USE IMPLEMENTING ACTIONS:

1. Promote access to health services for consumers through an improved transportation system.

#### B. PHYSICAL RESOURCE MANAGEMENT POLICIES (None)

##### PHYSICAL RESOURCE IMPLEMENTATION ACTIONS (None)

#### C. FINANCIAL POLICIES

1. Encourage the reimbursement of reasonable and necessary expenses of participating in health planning and policy-making activities for consumers who require such assistance.
2. Encourage consistent quality of care regardless of consumers' ability to pay.

##### FINANCIAL IMPLEMENTING ACTIONS

1. Encourage appropriate public and voluntary agencies to take the initiative in funding programs to overcome the causes of medical underservice.

#### HUMAN RESOURCE POLICIES

1. Consumers should have a major voice in all health planning and policy decisions.
2. Promote consumer education in healthful family life habits and in the appropriate and timely use of health services.

3. Encourage the provision of broad-based orientation and education programs for consumer and provider volunteers on planning and policy-making boards.
4. Encourage the participation of all levels and types of providers, both professional and non-professional, in health planning and policy making.
5. Encourage the provision of broad-based orientation and education programs for consumer and provider volunteers on planning and policy-making boards.
6. Encourage the participation of all levels and types of providers, both professional and non-professional, in health planning and policy making.

#### HUMAN RESOURCE IMPLEMENTING ACTIONS (None)

#### PROCEDURES

##### Plan & Project review

1. Require that all applicants for publicly funded programs demonstrate the substantial involvement of representatives of the populations to be served in the planning and decision-making process.

##### Local assistance

1. Coordination of Emergency Medical Services (EMS)
2. Encourage counties to develop alcoholism and drug abuse prevention programs according to guidelines developed by the Bay Area Comprehensive Health Planning Council in 1973.

#### INSTITUTIONAL RECOMMENDATIONS

1. Encourage health institutions and agencies to conduct their planning and policy-making discussions in settings readily accessible to participation by the populations served.
2. Modify the hours of service delivery to make health care more readily available to consumers.
3. Urge health institutions and agencies to include major consumer representation, representative of the geographic area and populations served, on their planning and policy-making boards.
4. Encourage providers to eliminate barriers to equal access to health care services for the underserved within their local service areas.
5. Reduce language and cultural barriers to accessibility and acceptability of health services.



The preceding policy material was compiled from the programs, studies and reports listed below. These documents can supplement the respective policy areas for which additional detail may be desired:

BACHPC:	<u>Areawide Health Facilities and Services Plan</u>	January 1973
ABAG/BACHPC:	<u>Proposed Joint Planning Program</u>	July 1974
ABAG:	<u>Human Services in Bay Area Cities</u>	November 1976
ABAG/GMS:	<u>Bay Area Resource Directory for Behavioral Emergencies</u>	July 1977

Major project reviews that implement regional health policies on a sub-regional basis are listed below.

(to be included in final draft)





## SAFETY

### Findings

#### Regional Problems and Opportunities

Few Bay Area jurisdictions are entirely free of land areas with geological characteristics that make them vulnerable to environmental hazards such as earthquakes, flooding, landslides, and settlement. The primary focus of regional planning for these critical areas is to assist local governments in protecting the public from land-related hazards.

The potential consequences of earthquakes and flooding are clearly multi-jurisdictional-- a fact which has led to greater attention being given to earthquake preparedness and floodplain planning at all levels of government. State law requires that local governments prepare seismic safety and safety elements. Local earthquake response and dam failure evacuation plans are prepared and coordinated with the assistance of the California Office of Emergency Services. A State Seismic Safety Commission has been established and the Legislature has enacted a number of earthquake related bills. New Legislation is currently under consideration both in Sacramento and in Washington. The Federal government makes subsidized insurance rates available to homeowners in jurisdictions that meet the requirements for participation in the National Flood Insurance Program.

While unstable slopes and soil or foundation problems usually have only minor interjurisdictional impacts, their prevalence throughout the region makes them issues of regional concern. A recent ABAG survey of local regulations related to geologic and hydrologic hazards indicates that local governments rank hillside and slope instability as the most severe problem, with earthquakes a close second.

Regional objectives for earthquake preparedness planning (developed in the ABAG report: Regional Earthquake Safety Issues and Objectives) encompass pre-disaster hazard reduction, emergency response during and immediately following an earthquake, and post-disaster recovery. The same range of objectives applies to planning for other natural hazards.

- o Pre-disaster actions which local governments can take to reduce possible loss of life and property damage from land-related hazards include:
  - identification and assessment of geologic hazards and their impacts,
  - correction of potentially hazardous conditions in existing structures, and
  - development controls to ensure that new construction on sensitive land areas is engineered to mitigate hazards.(ABAG's Land Capability Analysis developed a method for local governments to use in estimating the costs of building safely in potentially hazardous areas.)

- o Emergency response actions include continuing improvement and intercounty coordination of local emergency preparedness plans developed with assistance from the State Office of Emergency Preparedness.
- o Post-disaster recovery planning should focus on avoidance of hazardous areas and conditions to reduce future risks to public safety.

The overall objective of governments in environmental safety planning is to reduce the occurrence of harmful natural phenomena where it is possible and to prevent or minimize negative impacts on people where it is not.

A survey of local regulations related to geologic and hydrologic hazards was undertaken in May 1977 to determine current actions being taken by local governments regarding earthquakes, flooding, landslides and settlement. The major conclusions were that, while local governments have fairly comprehensive regulations, there are still areas where requirements are not adequate:

- mechanisms for mitigating hazardous buildings,
- processes for building after an earthquake in a manner that minimizes public hazards from future earthquakes,
- policies for areas that would be inundated should a dam or dike fail, and
- specific programs to ensure disclosure of areas of known geologic hazards or hazardous buildings, either to the public at large or to prospective buyers of land or structures.

### Conflicting Objectives

The land capability analysis method for local governments to use in estimating engineering costs in order to condition development in potentially hazardous areas gives local governments an alternative to prohibiting development altogether and can promote the regional objective of infilling. It would allow hillside development but would increase the cost of hillside housing. Demographic data show that low-income and minority housing is concentrated in the flatlands around the Bay, with higher priced residential neighborhoods and communities clustered in the foothills that rise from the Bay plain. Development of expensive hillside housing would reinforce this pattern and run counter to the regional housing objective of maximizing housing choices for all income levels.

Other conflicts are implicit in the objective of post-disaster planning to avoid hazardous areas and conditions in reconstruction. In the past, the need for rapid rebuilding to restore services and economic stability -- to put people back to work -- has overridden this objective.

For many local governments, funds to enforce the mitigation of hazardous existing buildings cannot be squeezed out of overstrained budgets. And the legal issues confronting public agencies for geologic and seismic hazards and earthquake prediction are so ambiguous that local governments are hesitant to take decisive action.



Environmental safety issues and their costs must be taken into account in contingency planning for the Environmental Management Plan, in transportation corridor studies, in the industrial siting study, as well as in implementing the housing subsidy allocation system.

Objectives, policies and implementing actions for environmental safety have been developed in

Areas of Critical Environmental Concern:

Report of the Regional Open Space Task Force to the Regional Planning Committee, June 1975. Approved by the Regional Planning Committee as a policy guideline for land and water areas of regional significance, May 1976.

Regional Earthquake Safety Issues and Objectives

Report of the ad hoc Earthquake Preparedness Technical Committee to the Regional Planning Committee, approved by the Regional Planning Committee for submission as an amendment to the Regional Plan in October 1977.

*Earthquake Preparedness objectives, policies and implementing actions which are submitted for approval as an amendment to the Regional Plan are italicized in the following text.*

## 1. EARTHQUAKES

### OBJECTIVES

1. *To help insure that adequate commitment is made to earthquake hazard reduction.*
2. *To help insure that adequate commitment is made to improving emergency systems.*
3. *To take full advantage of the long-term reconstruction following an earthquake to avoid hazardous areas and conditions and thereby reduce the risk from future earthquakes.*
4. *To help lessen the potential for severe economic hardship following an earthquake.*
5. *To clarify the present uncertain and ambiguous legal situation related to geologic and seismic hazard reduction measures and earthquake prediction.*
6. *To improve earthquake safety program coordination.*
7. *To increase public awareness of earthquake problems.*

### POLICIES

#### A. LAND USE POLICIES

*Protect areas that have known earthquake related problems from premature or extremely dense development.*

#### LAND USE IMPLEMENTING ACTIONS

1. *Control development on lands close to faults.*
2. *Identify locations and public facilities hazardous to the general public.*

#### B. PHYSICAL RESOURCE POLICIES (None)

PHYSICAL RESOURCE IMPLEMENTING ACTIONS (None)

#### C. FINANCIAL POLICIES (None)

FINANCIAL IMPLEMENTING ACTIONS (none)

#### D. HUMAN RESOURCES POLICIES (None)

HUMAN RESOURCES IMPLEMENTING ACTIONS (None)



## PROCEDURES

### Plan and Project Review

*To encourage local governments to reduce earthquake risks, ABAG will review and comment on the adequacy of local plans and seismic safety programs with respect to:*

- a. procedures for the identification and assessment of geologic and seismic hazards and their impacts,*
- b. provisions for the timely adoption of the latest edition of the Uniform Building Code, and amendments deemed necessary for local conditions, and*
- c. procedures for implementing and enforcing ordinances to identify, inspect and abate hazardous structures or structural components.*

*ABAG's review comments on development proposals will address*

- a. the completeness of the description of geologic and seismic hazards affecting the site,*
- b. an evaluation of those problems in relation to the proposed development, and*
- c. provisions that additional engineering precautions will be taken when necessary to mitigate these hazards.*

*ABAG will comment upon local safety programs by stating whether or not*

- a. current County or City earthquake emergency plans have been approved by the California Office of Emergency Services (OES),*
- b. the jurisdiction regularly participates in periodic local and multijurisdictional disaster exercises, and*
- c. provisions are made for planning the general emergency response made necessary by new projects.*

*ABAG's comments on development proposals will include a review of the description of the probable emergency consequences of destructive earthquakes that might affect the development.*

*ABAG will comment on the completeness of local plans and seismic safety programs by evaluating their description of a planning process for rebuilding in a manner to minimize public hazards from future earthquakes.*

## PROCEDURES

### Local Assistance

ABAG will offer planning and informational assistance, as available, to member governments in initiating, refining, and improving their seismic safety programs.

ABAG will offer planning and informational assistance, as available, to member governments in refining and improving their capabilities for responding to earthquakes.

ABAG will make its Hazards Evaluation booklet available to member governments and will provide, as available, assistance in its use. ABAG will provide assistance, as available, to member governments in collecting information for the public in both the operational and planning aspects of earthquake preparedness.

ABAG will provide the forum for raising and studying public safety and economic questions that arise when local governments review or develop reconstruction policies following an earthquake disaster.

ABAG will offer assistance, as available, to member governments in estimating the potential physical and economic consequences of destructive earthquakes using the methods described in the ABAG Land Capability Analysis and Hazards Evaluation reports.

ABAG will comment on the completeness of local plans and seismic safety programs by evaluating their recognition of State and Federal sources of economic aid.

ABAG will assist local governments in identifying and resolving inconsistencies in seismic safety standards among neighboring jurisdictions.

ABAG will assist member governments, on request, in collecting, developing and disseminating information to the general public (including non-English speaking people) and to public service agencies (such as utilities and financial institutions) in all aspects of earthquake preparedness.

### INSTITUTIONAL RECOMMENDATIONS

ABAG will advocate and support State legislation to strengthen current seismic safety program guidelines, criteria, and procedures, and will request State funding for refining and updating seismic and related general plan elements.



*ABAG will advocate and support State and Federal legislation to fund the implementation of local seismic safety programs.*

*ABAG will advocate and support State and Federal legislation to fund the rebuilding or structural modification of hospitals and other emergency facilities that do not meet current State requirements.*

*ABAG will advocate and support development at State and Federal levels of model codes and ordinances that approach building and foundation design and site planning from an interdisciplinary point of view, so that both structural and functional failure are addressed.*

*ABAG will advocate and support State legislation that will require geologic and seismic investigations which are consistent with the hazard and the use proposed.*

*ABAG will advocate and support appropriate State and Federal legislation to fund the improvement and increased enforcement of standards for assuring continuity of operation of vital facilities and services during an earthquake emergency.*

*ABAG will advocate and support appropriate State and Federal legislation to strengthen emergency planning and operating programs.*

*ABAG will advocate and support State and Federal legislation to foster the development and implementation of reconstruction policies reducing public hazards and economic vulnerability from future earthquakes.*

*ABAG will advocate and support means to help restore economic stability after an earthquake, including new legislation and research studies.*

*ABAG will encourage the California Office of Emergency Services to prepare an annual list of State and Federal sources of economic aid.*

*ABAG will advocate and support State and Federal legislation clarifying the legal issues confronting public agencies for geologic and seismic hazards and earthquake prediction.*

*ABAG will work for better cooperation between the Public Utilities Commission, utilities and local governments in disaster preparedness.*

*ABAG will advocate and support State and Federal legislation providing funds for developing a comprehensive method for identifying and evaluating the physical, economic, and social impacts of a destructive earthquake.*

*ABAG will urge local governments to include provisions in their plans and earthquake safety programs to ensure disclosure of areas of known geologic hazards and hazardous buildings.*

*ABAG will advocate and support State and Federal legislation to ensure disclosure of known geologic and seismic hazards.*

## II. FLOODING

### OBJECTIVE

To reduce the potential for severe hardship caused by flooding.

### POLICIES

#### A. LAND USE POLICIES

1. Protect floodplains of multijurisdictional rivers and streams.
2. Protect areas subject to inundation by dike or dam failure.

LAND USE IMPLEMENTING ACTIONS (None)

#### B. PHYSICAL RESOURCE POLICIES (None)

PHYSICAL RESOURCE IMPLEMENTING ACTIONS (None)

#### C. FINANCIAL POLICIES (None)

FINANCIAL IMPLEMENTING ACTIONS (None)

#### D. HUMAN RESOURCE POLICIES (None)

HUMAN RESOURCE IMPLEMENTING ACTIONS (None)

### PROCEDURES

#### Plan and Project Review

ABAG will comment upon local emergency systems plans by stating whether or not a current County or City dam failure evacuation plan has been approved by the California Office of Emergency Services.

### INSTITUTIONAL RECOMMENDATIONS (None)

## III. HILLSIDES

OBJECTIVES (None)

POLICIES (None)

IMPLEMENTING ACTIONS (None)

PROCEDURES (None)

INSTITUTIONAL RECOMMENDATIONS (None)



IV. SETTLEMENT

OBJECTIVES (None)

POLICIES (None)

IMPLEMENTING ACTIONS (None)

PROCEDURES (None)

INSTITUTIONAL RECOMMENDATIONS (None)

## References

The preceding policy material was compiled from the ABAG programs, studies and reports listed below. These programs and documents can supplement that policy material when additional detail is desired.

1. Critical Areas Program: Report. Areas of Critical Environmental Concern. June 1975. Updated May 1976.
2. Land Capability Study: Technical Report. Land Capability Analysis. February 1976.
3. Summary Report. Land Capability Analysis for Planning and Decision Making. February 1976.
4. Civil Preparedness Planning Program: Report: Recommended ABAG Civil Preparedness Plan of Action. December 1975.
5. Report: Hazards Evaluation for Disaster Preparedness Planning. February 1976.
6. Earthquake Preparedness Program: Report. Earthquake Preparedness Ideas for Action. February 1976.
7. Report. Regional Earthquake Safety Issues and Objectives. January 1977.
8. Report. Earthquake Insurance Issues. August 1977.
9. Report. Earthquake Intensity and Expected Costs in the Bay Area. August 1977.
10. Resource Management Program: Survey Report. A Review of Local Regulations Related to Geologic and Hydrologic Hazards, Constraints and Resources. May 1977.
11. Bay Area Spatial Information System Program (BASIS): Computer Mapping Capability. Geologic data base files created
  - geologic materials
  - faults
  - slope stability
  - flood plains
  - coastline
  - precipitation
  - soils
  - well-yield

Major project reviews that implement regional safety policies on a sub-regional basis are listed below.

(to be included in the final draft)



## RECREATION

Although ABAG has in the past approved policies that speak to providing recreation experiences in a broad community development context, the Association has never been able to initiate a program devoted specifically to analysing regional recreation problems and opportunities. The discussion below suggests a framework for undertaking such an activity.

### REGIONAL RECREATION PLANNING

#### What is Recreation?

Recreation can be defined as any activity undertaken primarily for enjoyment or diversion. Accordingly, an activity may or may not be recreation depending on the reason it is undertaken; a drive along Highway 1 would be recreation for people in many circumstances, but it is a job to a person delivering mail to residents along the road.

This discussion focusses on the public role in recreation. As a result, while the home is perhaps the most common of the many settings for recreation (e.g. reading for pleasure), the Regional Plan should concentrate on recreation outside the home, since the public role in home recreation is minimal.

Recreation activities can be separated into 1) those which use facilities or services provided by the private sector (e.g. amusement parks, movie theaters, guided tours (e.g. wineries) and sporting events) and 2) those which use facilities or services provided by the public sector (e.g. public parks, beaches and bicycle paths). An afternoon's recreation may include both types; an example would be a cable car ride (public sector) to see Fisherman's Wharf (private sector). A comprehensive recreation plan must explore the full range of opportunities.

#### Public Policy in Private Sector Recreation

The private sector provides a wide range of facilities and services for recreation, from movie theaters to dude ranches, penny arcades to wilderness river tours. In general, it provides recreation goods and services when there is potential for profit to an individual or group. This can be considered desirable if all costs and benefits to society of such transactions fall to either the consumer or supplier. However, in a great many situations (both related to recreation and otherwise) costs or benefits fall on individuals who are entirely outside the transaction. Such

"external" costs or benefits, or "externalities",\* make it possible for the net effect of an activity on society to be negative even though both consumer and supplier benefit. In order for transactions in the private sector to lead to an appropriate pattern of recreational use of facilities and services, externalities must be included as a factor in the decisions of suppliers and consumers, or "internalized". A useful planning role would be to work with public and private agencies in attempting to accomplish this internalization of externalities. Below are some examples of how policies might do this:

1. Policies may attempt to prevent the occurrence of certain external costs by regulation (e.g. an amusement park must be located on appropriately zoned land).
2. Policies may attempt to take advantage of and maximize external benefits by providing complementary facilities and services (e.g. transportation, roads, traffic control nearby public recreation facilities, etc.).
3. Policies may use subsidies or taxes, equal to the estimated value of external benefits or costs, to modify market prices of recreational facilities and services (e.g. property taxes might be reduced for a recreation facility which stimulates trade in the community, or an increase in taxes might be assessed against a facility whose operation makes an increase in public services necessary).

There are, of course, situations in which public policy cannot satisfactorily guide private recreation suppliers, making it 1) impossible for a private entrepreneur to capture enough of the returns from a recreational activity to cover the costs of the facility or service which he is providing, (e.g. a large wilderness area with many entrances, making it impossible to charge admission from everyone using the area) or 2) inevitable that private sector transactions would impose unacceptable external costs on the society (such as the degradation of a uniquely beautiful site). Further, the society may have some goals which are not compatible with a market-determined pattern of use of facilities and services (e.g. some degree of access to parks for all people regardless of willingness or ability to pay). In these latter circumstances, communities at the local and regional levels may reasonably decide to provide certain types of recreational facilities and services directly.

#### Public Policy in Public Sector Recreation

Local communities in the Bay Area determine long-range goals regarding recreation. This determination implicitly involves consideration of the

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\* For example, traffic congestion near a stadium after a sports event is an external cost to people who did not attend the event; or, the beauty of a private golf course is an external benefit to those who enjoy the view without having any part in the financial support of the course.



basic values of the society and the role of a plan in satisfying its needs.

The recreational goals of a community having been determined, they must be ranked in order of importance to make possible a rational allocation of time, money and energy to their attainment. To the extent that individuals' willingness to pay is an accurate indicator of the value to society of different types of recreational facilities and services, analysis of costs and benefits and maximization of total benefits for a given budget provides a basis for the allocation of public resources; the data required for such analysis, however, can be difficult to obtain. Some goals, such as the provision of certain recreational opportunities regardless of ability to pay, may not fit into a purely economic analytical framework and will necessarily call for some subjective judgement in the allocation process.

Finally, the public sector must implement the programs rising out of its goals and priorities for recreation.

#### A Regional Planning Role in Resolving Conflicting Objectives'

There are a number of areas of potential conflict in connection with recreation. A regional perspective is often useful in trying to resolve these questions, such as:

1. The relative importance of public sector and private sector recreation: The debate on this issue will be similar to debate on public vs. private involvement in non-recreation enterprises, with advocates of increased public sector involvement emphasizing such points as the ability of government to take a very long-run perspective and the egalitarian effects of recreation opportunities independent of income and ability to pay, and opponents citing the efficiency advantages of the free market as a supplier of goods and services.
2. Non-recreation alternative uses of resources: This conflict is implicit in all planning choices, and is made more difficult to resolve by the fact that the value of much recreation is difficult to quantify while the value of alternative uses of a resource may be very clear (e.g. the value of recreation use of a park in downtown San Francisco vs. the value of the skyscraper which could be built on the same site).
3. Cost minimization vs. other goals of recreation: In some situations, there may be trade-offs between the cost of recreation facilities and services and qualitative goals of recreation (e.g. park sites at some distance from population centers tend to be cheaper than sites nearer the centers, but the extra user travel required by the former tends to result in increased air pollution and tends to be a barrier to use by low-income groups).

4. Distribution of costs and benefits of public sector recreation among different jurisdictions: Since most public sector recreation projects are at least partially supported by tax money, there is potential for conflict in the use of recreation facilities and services, supported by taxpayers in jurisdiction A, by people from jurisdiction B. (e.g. What fraction of the users of Golden Gate Park live and work outside San Francisco?) While the issues involved are complex, with the appropriate data it would be possible to estimate the degree to which a facility or service supported by jurisdiction A is used by people from other jurisdictions, and vice versa. If a serious imbalance is discovered, special user charges might be desirable, or a combined jurisdiction might be formed to gain tax support from more users (e.g. the East Bay Regional Park District).

The following recreation objectives and policies were developed to assist regional decision-makers in managing available resources to meet the recreation needs of the Bay Area.

## RECREATION

### OBJECTIVES:

1. To provide park and recreation facilities designed for the citizens of the region, which because of their size and costs or unusual nature, cannot be provided by local governments.
2. To meet the needs of special groups in the region whose communities are not able to provide adequate opportunities.
3. To supply certain specialized recreational experiences.
4. To maintain and improve the visual quality of the region.

### POLICIES:

#### A. LAND USE POLICIES

1. Recreational opportunities should be available in or near urban areas.

#### LAND USE IMPLEMENTING ACTIONS

1. Priority should be given to protecting open space within and immediately around urbanized areas.

#### B. PHYSICAL RESOURCE POLICIES

1. Secure public open space while it is available.
2. Improve visual quality of the region.

#### PHYSICAL RESOURCES IMPLEMENTING ACTIONS

1. Programs shall be developed to use transit to accommodate an increasing proportion of non-peak period and non-work related trips, including service to high usage recreation areas.
2. Promote the following types of regional parklands:
  - a. Regional Recreation area
  - b. Regional Park
  - c. Regional Wilderness
  - d. Regional Shoreline
  - e. Regional Trail
  - f. Regional Landscape
3. Protect features of land and water areas of critical regional concern for Scenic Resources and Regional Landscapes, such as:
  - a. Characteristic or unique landscape settings (such as coastal headlands redwood forests, or agricultural valleys)
  - b. Major land forms or landmarks (e.g., San Bruno Mountain, Mt. Tamalpais, Mission Peak)



c. Areas within the viewshed of:

- i. the Bay
- ii. scenic highways
- iii. regional transportation corridors
- iv. communities visited frequently by those from around the region or outside the region
- v. major population and activity centers

C. FINANCIAL RESOURCE POLICIES (None)

FINANCIAL RESOURCE IMPLEMENTING ACTIONS (None)

D. HUMAN RESOURCE POLICIES (None)

HUMAN RESOURCE IMPLEMENTING ACTIONS (None)

#### References

The preceding policy material was derived from the ABAG programs, studies and reports listed below. These programs and documents can supplement that policy material when additional detail is desired.

Open Space Plan, Phase II 1972.

How To Implement Open Space Plans, (in three volumes), 1973.

Financing Open Space, 1973.

Pecreation Needs of Minority Citizens, 1973.

Urban Forestry applications to Land Use Planning, 1976.

The following document was prepared by the East Bay Regional Park District with ABAG's participation.

Master Plan for Parks, The East Bay Regional Park District, 1973.

Major project reviews that implement regional recreation policies on a subregional basis are listed below.

(to be included in the final draft)

## REGIONAL STRATEGIES

The following region-wide planning strategies are collected from existing regional planning programs. They are included here to supplement and to unify the recommended actions in the preceding policy chapters.

### A. AN URBAN DEVELOPMENT STRATEGY

1. The Bay Area and its communities should be organized into a City-Centered Region.
2. Accordingly, urban growth in the region should be guided into or around existing or new communities in accordance with the broad framework proposed in this Plan.
3. Living, working, and shopping within the same community should be planned and promoted by all levels of government and the private sector. To make this possible, a wide range of well-serviced residential units convenient to urban centers of employment will be required. The need for long commuting should be reduced.
4. Urban development should be organized to promote communities of sufficient scale to attract and support a wide range of convenient services and facilities and to provide focal points for wider regional identification.
5. Policies for open space, water sewage, and transportation should be coordinated to guide the timing, location, growth, and, wherever necessary, the limits of urban development.
6. Legislation should be encouraged by which to guide regional patterns of growth and development.
7. Communities should evolve through the organizing and strengthening of existing developed parts of the region and through the addition of planned new communities. Open space should be selectively acquired or reserved through development rights for the purposes of shaping and serving urban growth in accordance with the policy for a City-Centered Bay Region.
8. Controlled development areas should be located around the urban fringe of each community to provide, if needed, holding zones to permit the orderly extension of urbanization or the creation of new communities. Land scheduled for early use should be released in units of neighborhood size or larger, and unified planning and design concepts should be applied in order to prevent wasteful, unattractive, and ecologically damaging scattered development.

9. Each community should center around a core of intense activity where commercial, governmental, cultural, recreational, health, and educational services are provided.
10. Existing community centers which are becoming blighted should be rebuilt through coordinated policies and programs at all levels of government. This rebuilding should involve both private and public interest.
11. The Association should develop the regional fiscal and developmental plans and programs needed to assist in the evolution of strong community centers.

(Regional Plan 1970:1990)

## B. NEW COMMUNITIES

~~1. All levels of government should foster and assist in the development of entirely new planned communities or the planned expansion of some existing small settlements into new communities. The plans for these new communities should support the objectives for a City-Centered Region. When fully developed, they should contain at least 100,000 people and should provide employment opportunities in proportion to the number of resident workers. New communities should be served by regional rapid transit and freeway facilities. Sites for this kind of development should be reserved at an early date.~~

~~(Regional Plan 1970:1990)~~

1. *If any level of government is considering entirely new planned communities or the planned expansion of some existing small settlements into new communities, such proposals must be consistent with the urban development strategies listed above.*

*(Recommended Amendment,  
RPC, June 1977)*

## C. OPEN SPACE

1. Planning and management of the regional open space system is a prime responsibility of the Association.

The region should, in anticipation of future needs, secure the public open space that is needed while it is available.

First priority should be given to securing open space within and immediately around the urbanized space as depicted in the Regional Plan diagram.



2. Open space should be planned and managed to serve more than one function at the same time. These functions include managed resource production; natural and human resources preservation, human, health, welfare and well-being; public safety; intra-regional communication and service corridors, open space reserves (to maintain future options), and city-forming purposes.
3. Land preserved in open space for future controlled urban development should be released beyond 1990 as development pressure grows. The extent of the pressure should be determined at the local and regional levels. This land should be left in open uses for as long as possible or be included as part of the permanent open space system.
4. The Association should continue its development of open space policies through a continuing inventory, analysis, and evaluation of open space resources and needs.

(Regional Plan 1970:1990)

#### D. HUMAN RESOURCES DEVELOPMENT

1. The human side of a City-Centered Region should consist of a physical, social, economic, and cultural environment which maximizes the opportunities for all segments of the population to develop their potentials.
2. Accordingly, all levels of government and the private sector should seek to identify and meet existing problems and to create opportunities for all the citizens of the region.
3. The Association should explore and develop regional policies for human resources development pertaining to health (both personal and environmental), education and recreation.
4. The Association should provide the forum to be used for communication among regional agencies dealing in physical and socio-economic programs and for the coordination of physical, social, and economic policies.
5. Residents of the region should be encouraged to help in setting goals and develop plans for programs that have a direct impact on their lives.

(Regional Plan 1970:1990)

#### E. EQUAL OPPORTUNITY STRATEGIES

*In order to insure equal opportunity of minority and low-income citizens to participate in regional decision-making, the regional planning program should meet the following criteria:*

- 1. Improved distribution of services based on regional population characteristics.*
- 2. Economy/efficiency through the creation of units of government that deliver effectively such services as sanitation, police and fire protection, recreation as well as health and welfare services.*
- 3. Citizen participation and input in regional decision-making. Alienation, e.g., a sense of "purposeful" withdrawal from the political process because of its organizational biases, must be avoided. Minorities, especially poor minorities, tend to have social characteristics which suggest minimal participation in the political process at all levels. . . they should be organized into the areas of political decision-making and conflict as much as possible.*
- 4. Legitimacy. In order for the preceding values to be fully maximized in a system of regional governance the system must be perceived as legitimate. That is, a system of governance must engender and maintain the belief that the existing political institutions are the most appropriate ones for the society. This means that before minorities view a governmental structure as legitimate they must find a way to establish consonance between system values and their social need values. Not only is there potential conflict between equity and efficiency, or between freedom and equality, but there is a deeper potential for social conflict due to the depth of difference between the social base of poor minorities and the majority white population.*

## SUB-REGIONAL PLANNING

ABAG conducts sub-regional planning and analysis in order to interpret the meaning of regional policies and objectives as they arise in different locations throughout the region. Without exception, policies and objectives are long-range value statements that apply regionwide. Sub-regional planning is short-range in nature and enables ABAG to respond to conditions, activities, and trends unique to different parts of the region.

This chapter presents a framework for developing sub-regional planning strategies. Based on the identification of regional issues and opportunities throughout the region, sixteen planning areas have been delineated. By pointing out multiple policy issues and discussing how the implementation of one policy may affect another, sub-regional planning strategies consist of a set of actions designed to achieve the purposes of a number of policies. Since it is possible that implementing actions for specific policies may serve conflicting ends, the development of strategies may entail trade-offs or setting priorities among various policies. The strategies that ABAG now has are a result of past actions by The Association, as expressed in major project review decisions, sub-regional studies of transportation corridors, and other special areas. Although strategies, by definition, address multiple policy issues, they do not necessarily address all regional issues. The purpose of strategies is to address those issues where the implementation of one policy may conflict with another. While ideally they should be "comprehensive" in addressing all potentially relevant concerns and subsequent planning efforts should be designed to achieve this end, strategies are viewed primarily as a device for conflict resolution.

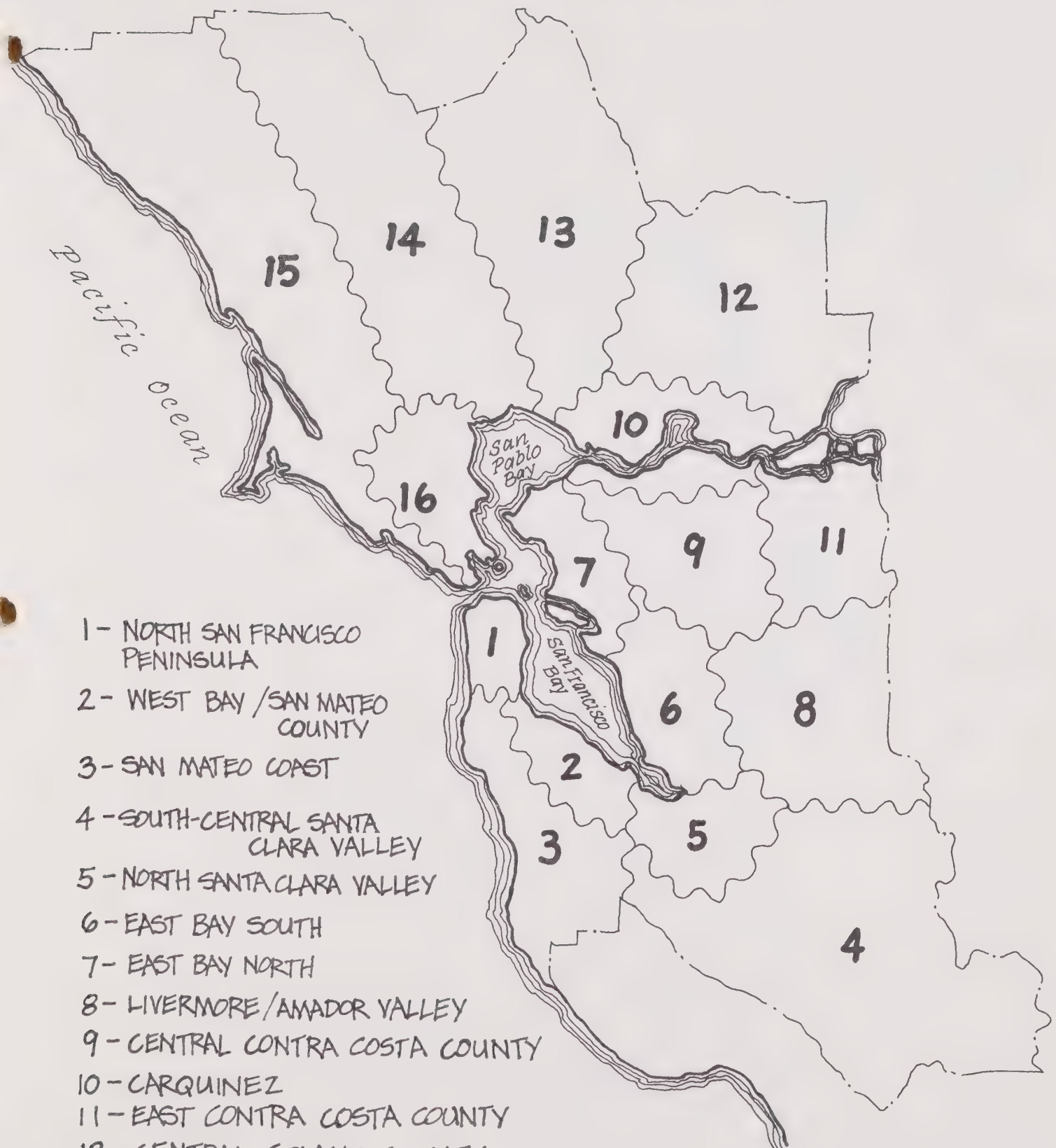
This chapter discusses each subregional planning area through the following format:

- 1) General Conditions--Descriptive data about existing conditions and trends designed to provide a broad overview of the current situation.
- 2) Regional Issues and Opportunities--An identification of issues, problems and aspects of development activities which relate to regional policy.
- 3) Strategy--Based on the actions of the ABAG Executive Board, a statement of the strategy where one exists or a statement of the progress made in developing a strategy which addresses the major issues identified for an area. Existing strategies may not address all of the issues identified, but they are illustrative of decisions to reconcile major policy conflicts. Board actions which represent a policy position on a single issue are referenced in the appropriate objectives and policies chapter.



The advantages of the strategy approach are many: they are understandable; they are current; they propose a way of meeting more than one objective at a time. The danger of course is that individual implementing actions change over time, and a particular strategy may cease satisfying one of its avowed purposes, while realizing the other. For that reason, strategies must be articulated and employed with care and reassessed when the conditions and assumptions that lead to their development change. Strategies should not simply be taken to mean "This is the way things should happen" but rather "Here in 1977 (or whenever) are compatible sets of actions that will help implement the Regional Plan".

# SUB-REGIONAL PLANNING AREAS



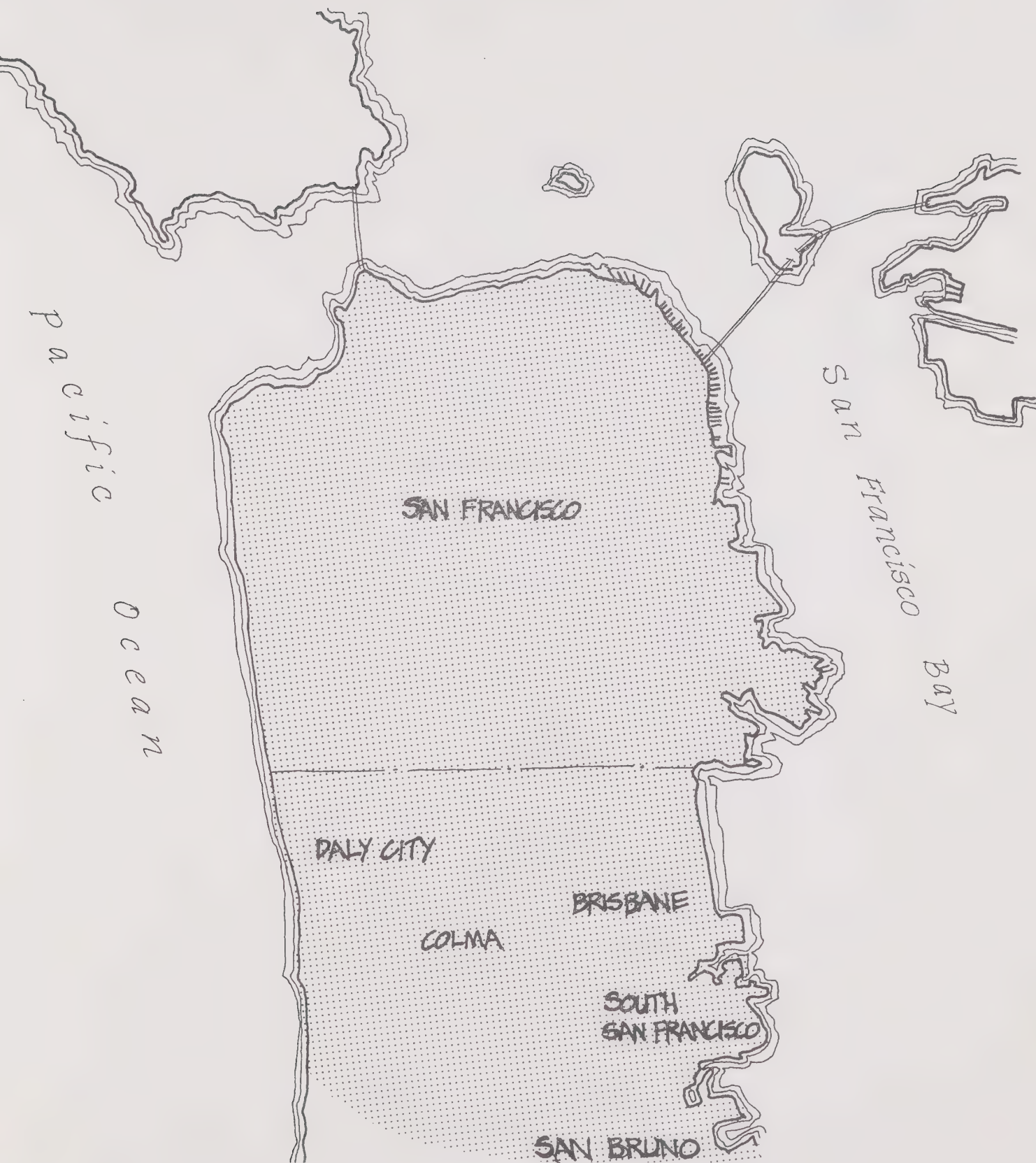
- 1 - NORTH SAN FRANCISCO PENINSULA
- 2 - WEST BAY / SAN MATEO COUNTY
- 3 - SAN MATEO COAST
- 4 - SOUTH-CENTRAL SANTA CLARA VALLEY
- 5 - NORTH SANTA CLARA VALLEY
- 6 - EAST BAY SOUTH
- 7 - EAST BAY NORTH
- 8 - LIVERMORE / AMADOR VALLEY
- 9 - CENTRAL CONTRA COSTA COUNTY
- 10 - CARQUINEZ
- 11 - EAST CONTRA COSTA COUNTY
- 12 - CENTRAL SOLANO COUNTY
- 13 - NAPA VALLEY
- 14 - CENTRAL SONOMA COUNTY
- 15 - NORTH COAST
- 16 - URBANIZED MARIN COUNTY

ASSOCIATION OF  
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# 1 North San Francisco peninsula Sub-regional Planning Area

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## NORTH SAN FRANCISCO PENINSULA PLANNING AREA

- I. GENERAL CONDITIONS: Although San Francisco's development is generally considered to be unique within the region, northern San Mateo jurisdictions (down to the Airport) are included in this area because together, the area constitutes a major employment center with a much more diversified, and stronger economic base than San Francisco's alone. Since, in large part, the delineation of planning areas has involved distinctions between existing and potential employment centers and suburban areas, the same procedure was used here.

San Francisco has always been the most prominent center of the region's economic, administrative, and cultural activities. Available job opportunities in San Francisco (26% of the regional total in 1970) still exceeded total jobs in either the urbanized East Bay or Santa Clara County. In 1970 over 40% of available jobs were in government, business, institutional and personal service industries, over half of the region's finance, insurance, and real estate jobs were in San Francisco as of 1975. While these white collar industries appear to be relatively strong and may in the future represent a higher proportion of jobs in San Francisco, various blue-collar industries--port related wholesale trade and commerce, manufacturing, and warehousing--appear to be in a state of decline. In contrast, manufacturing and retail trade provide the bulk of employment opportunities in Brisbane, South San Francisco, Daly City, and San Bruno. Transportation and communications industries are found at the airport and in South San Francisco.



Although total population has declined and is projected to decline in the future, San Francisco has one of the more socially diversified populations in the region. Upper income people continue to reside in a number of well established neighborhoods and more recently in condominium developments throughout the city. At the same time about 10% of all families had incomes below the poverty level in 1970 and median family income was the third lowest of all Bay Area counties. The city is populated by large concentrations of blacks and Hispanic people and has by far the largest population of Asian-Americans in the region. About 14% of the population is 65 years of age and older and again this percentage is the highest regionwide. With a large low-income population it should be noted that over 17% of the 1970 housing stock was physically substandard and/or overcrowded. Between 1970 and 1976 unemployment increased by 119%.

For a number of years, middle-income families have migrated out of San Francisco. On a regional scale, suburbanization became widespread after World War II, a time period which coincides with rapid residential development in North San Mateo County where the bulk of residential growth occurred in the 1950's. Compared to other areas in San Mateo County, housing values and rents are below or slightly above median levels, although older homes in this area are increasing in value and new housing is quite expensive. San Mateo County has one of the highest rates of assessed valuation in the region. Predominantly middle income families live in North San Mateo County and accordingly, close to half of the resident labor force is employed in white collar occupations--professional, technical, managerial, sales, and clerical jobs. Well over half the population commutes to work outside of the County; up to 70% are commuters in Daly City.

New development may occur in a number of ways throughout the planning area. Condominium growth in San Francisco is beginning to increase its share of the total housing stock for upper income families and a variety of housing redevelopment, conservation, and housing improvement programs are also underway to expand and conserve housing for low and moderate income households. Recently San Francisco has applied for funds to make more housing units available for lower income people than could be funded through federal programs (CDBG) where the level of federal assistance is limited. Economic redevelopment is occurring both as a function of public policy (Yerba Buena, and the India Basin Redevelopment Projects) and market trends which favor the expansion of office and retail activities. In north San Mateo County the situation is somewhat different--there are still available sites for economic development in most communities although perhaps the airport area has the greatest potential for growth. Residential development may densify in some areas and occur on isolated vacant parcels in other areas. Most vacant land which potentially could support new residential development is on San Bruno Mountain an area where acquisitions by San Mateo County and the State Department of Parks and Recreation are planned to expand recreational opportunities.

Generally, the capacities of public services should not deter growth. Although water supplies are scarce during the drought, the capacities of facilities seem adequate to meet short range demands. San Mateo jurisdictions and service agencies purchase water from San Francisco and new supplies (e.g. from Hetch Hetchy) may be needed to serve long-term needs.

Wastewater capacities (existing and planned) appear adequate to meet demands areawide. The area is served by a highly developed network of

transportation facilities--highways, transit, and the airport. Peak hour congestion is a regular occurrence on all major highway facilities and key San Francisco streets due to the concentration of employment opportunities in this area and commuting from suburban areas. A variety of transit services are available to serve both internal transit trips as well as suburban commuters who work in San Francisco and although transit is also available in North San Mateo County transit use in San Francisco dwarfs that anywhere else in the region.

Major environmental concerns include: the area's sensitivity due to the presence of the San Andreas Fault; the decline of Dungeness crab fishery and impacts on beneficial water uses as a result of combined wastewater and stormwater overflows and bypasses; and air quality where although meteorological conditions are favorable to the dispersal of pollutants, emission standards for particulates, oxidant, and carbon monoxide are exceeded.

II. REGIONAL ISSUES/OPPORTUNITIES: The most fundamental issue in this area appears to be the relationship between the location of housing and jobs which manifests itself in a number of ways:

- 1) Economic Development--although this area has a strong and diversified economic base, cities compete for revenues from many economic activities and needless to say, the success of some jurisdictions in building a strong non-residential tax base may adversely effect others. Since San Francisco has housing, public facility, and social service needs which by far exceed those of neighboring jurisdictions, its ability to meet this need is compromised by the suburbanization of economic growth.



In an area of recurring unemployment (San Francisco), the suburbanization of lower paying jobs adversely affects disadvantaged populations who are less able to afford commuting, transit-dependent, and/or unable to find adequate low cost housing in suburban areas. With transportation systems (especially transit) planned to serve suburban commuters who work in San Francisco, increased coordination between major transit operators would appear necessary to make job opportunities in North San Mateo County more accessible to transit users from San Francisco. Diversified housing opportunities in areas near suburban job centers and the success of economic redevelopment projects which function to maintain and strengthen the diversification of San Francisco's economic base would also have remedial effects in providing lower paying jobs in proximity to lower income populations.

The other side of the economic development issue relates to the growth of San Francisco as a white collar employment center which makes it the destination of commuters regionwide. Impacts on transportation systems, air quality, and energy consumption appear to be quite obvious and historically rooted in the growth of suburbs regionwide.

- 2) Housing--As an area with great numbers of low income families, housing needs clearly merit attention. Although it is generally recognized that the level of Federal assistance is inadequate to address the scale of housing problems that prevail, this appears to be especially true in San Francisco where housing issues are particularly

complex involving the poor, racial and ethnic minorities and the elderly. All cities in this area appear to provide low and moderate income housing commensurate with available subsidies; in fact, San Francisco with very well developed housing and service delivery mechanisms is able to provide for more than can be funded at the present level of federal assistance. In viewing low and moderate income housing opportunities in relationship to job growth it would seem especially important that efforts to provide additional low and moderate income housing continue as employment opportunities for low paying jobs to expand in this area.

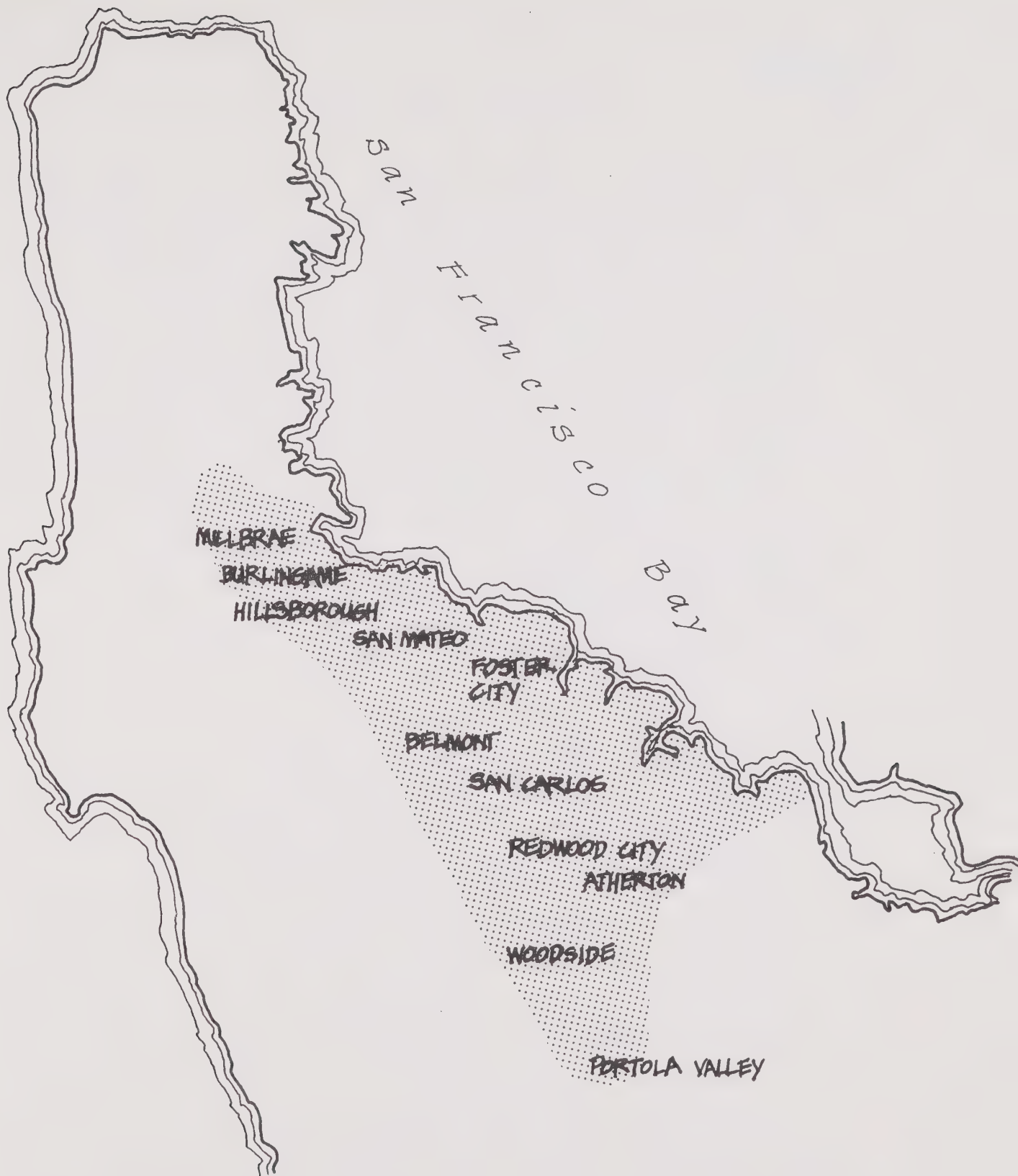
Although low and moderate income housing needs is a primary issue, it also should be recognized that expanded housing opportunities for middle and upper income populations would also have great value due to the proximity of expanding white collar job opportunities. Potentially an influx of this type of housing could limit long distance commuting from more remote areas and may be preferable to growth in a number of suburban locations for any number of reasons. Presently, even though a number of influences seem positive in achieving this effect--the densification of housing in some areas and/or condominium development--a number of other actions--potential downzoning in San Francisco and a ban on multiple-family dwellings in San Bruno--may generate opposite impacts. Replacement of low cost housing by higher cost units provides an example where housing needs may conflict. Without increased transit use and capacity many of the benefits of this type of development would be lost since traffic congestion and air quality in this area are already problems of great concern.

- 3) Transportation--As indicated above, transportation issues must be considered in relation to housing and economic development. In addition to the measures discussed above a number of issues can be raised: i) the extent to which airport capacity expansion is necessary to meet the demand in future aviaional use, whether or not it would have adverse environmental impacts (air, noise) on existing and planned residential use, and the extent to which transit access to airport facilities can be increased, ii) whether transit capacity can be expanded to meet recreational travel demand, especially access by transit-dependent populations, to coastal areas in San Francisco, Marin, and San Mateo Counties, iii) the more traditional transit problem, i.e., the need to increase transit use over automobile use from suburban areas, to increase transit use in those areas presently served by regional transit facilities, and to extend transit facilities to those regional areas without this service.
- 4) Environmental Resources and Quality--A number of issues relate to the type and scale of development which could occur: i) safety as related to potential seismic activity, ii) the preservation of scenic resources (e.g., San Bruno Mountain) iii) improving water quality in the Bay (e.g., Dungeness crab fishery) and iv) other issues as noted above.

III. STRATEGY: Based on past ABAG Executive Board actions, no strategy exists which addresses the range of issues as described above. ABAG has, however, endorsed certain implementing actions (e.g., increasing transit access to the San Francisco Airport to accommodate at least 25% of surface



access trips) which are part of the implementing actions of certain policies and objectives, most notably transportation. Additionally, a staff report, approved for submittal by Executive Board, on San Bruno Mountain emphasized the need to make development consistent with the scenic value of the Saddle Area, to provide direct transit access to downtown San Francisco, and to increase the supply of low and moderate income housing in conjunction with the proposed development in order to offset potential adverse impacts on San Francisco.







I. General Conditions: With major employment centers existing north and south in Santa Clara County, this area supports a diverse suburban population. While the average median family income levels in some cities are among the highest in the region, concentrations of lower-income minority populations reside in East Palo Alto, Fair Oaks, and Redwood City. Accordingly, housing conditions vary: Median rents and housing values are generally quite high, so is per capita assessed valuation which countywide is the highest in the region. Although San Mateo County has the second lowest percentage of inadequate housing units, most substandard units appear in this area and overpayment for housing, while possibly a matter of choice for the wealthy, impacts the poor most severely.

Job opportunities are scattered throughout this area. Major economic activities include airport-related industrial uses in Burlingame, a large strip commercial segment extending along El Camino Real, the Hillsdale Shopping Center and central business area in the City of San Mateo, and county government in Redwood City.

Limited vacant land exists to support either population or employment growth. Although residential development may densify in some areas, most vacant residential land is located in hillside areas which lack urban services and where environmental conditions may preclude all but very low density and high cost units. Foster City appears to be the only bayshore community with vacant land to support substantial new residential development. Scattered sites are also available for new industrial and commercial development although economic activity may

increase if industrial development related to the airport continues to expand and/or if the port in Redwood City is developed as planned.

With a central location in the region, the area is served by a number of highway facilities which provide access to major employment centers in San Francisco, Alameda, and Santa Clara Counties. Countywide, most commuters travel north to work in San Francisco. From this area, however, commuters also work in Santa Clara County. Highway 101 provides the only direct access to industrial concentrations and downtown San Francisco northward and traffic flows consistently exceed capacities during peak hours. Transbay and southerly commute flows are lighter. Major transit operators include SAMTRANS and Southern Pacific. Countywide, about 8% of all commute trips were by transit in 1970.

It is unclear whether the capacities of public services will limit the extent to which future development could occur. Although water supplies appear adequate to meet average short-term demands, new facilities (e.g. a new Hetch-Hetchy pipeline) may be needed to meet long-term water needs. Cities in this area are planning for a significant increase in wastewater capacities.

Environmentally, three factors appear to be most significant: the sensitivity of both hillside and bayside areas to seismic activity, existing air quality conditions where carbon monoxide, particulates, and oxidant emissions exceed established standards, and the availability of major regional recreational facilities to west along the coast.

- II. Regional Issues/Opportunities: Issues for this area appear to center on the relationship between the location of housing to jobs and the availability of transportation facilities to serve both commuters and

recreational travel needs. Under any scenario of future development activities, this area will likely remain suburban to major employment centers elsewhere. This does not mean that economic development will not occur but that it is unlikely to occur at a scale which rivals that to the north in San Francisco or south in Santa Clara County.

In fact, the type of economic development that occurs is of interest, To the extent that new employment opportunities would relieve unemployment in impacted areas and/or reduce the need to commute, the impacts of this type of growth would seem beneficial and would certainly have fiscal advantages. On the other hand, unless future economic development is of a type which can provide employment opportunities for the resident labor force, commuting may increase to and from this area with associated adverse impacts on air quality and energy consumption. Air quality impacts may be mitigated to the extent that transit use increases.

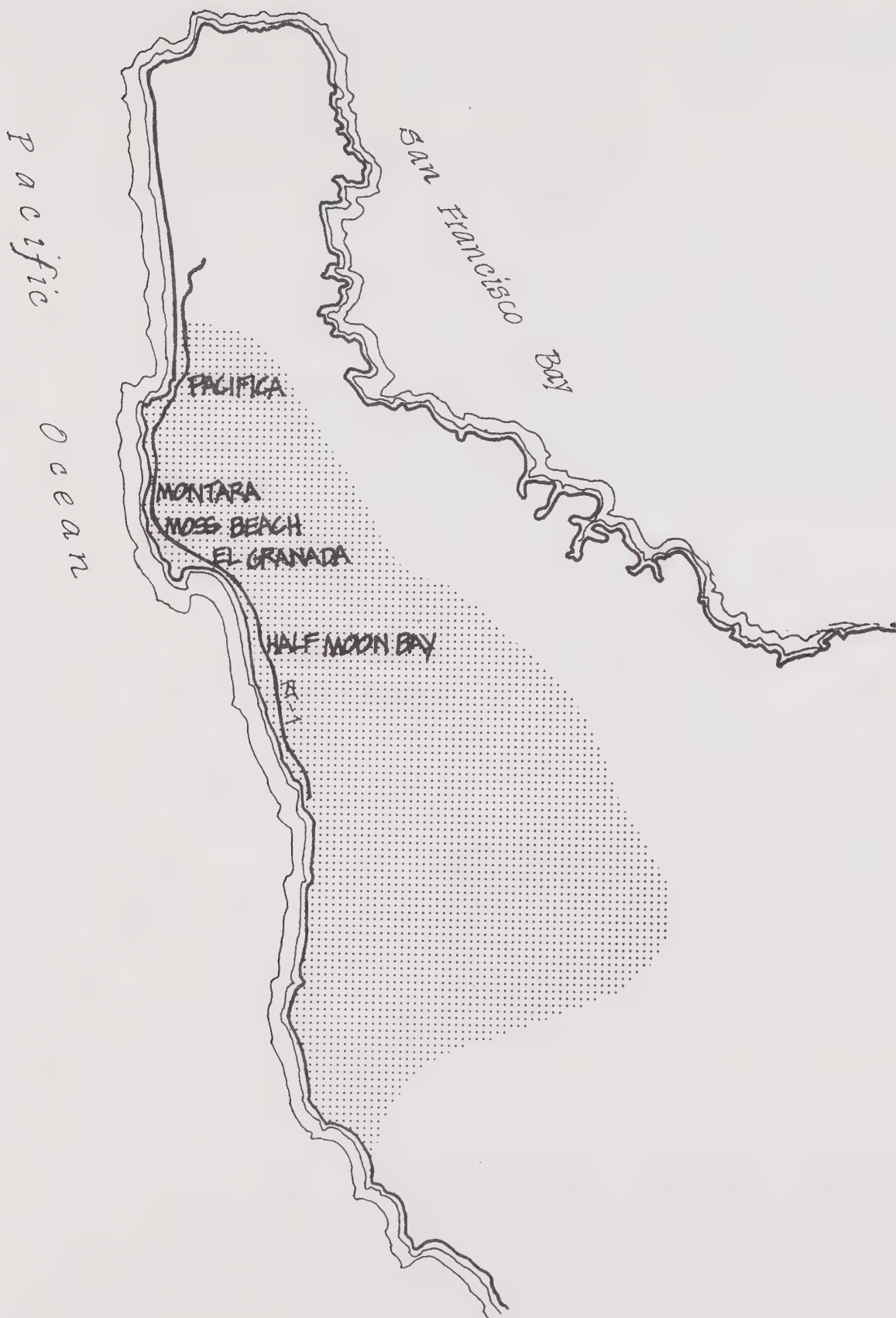
Irrespective of what type of economic activity occurs, but especially if this growth is minimal as anticipated, the impacts of residential growth will be significant. Clearly, the condition of areas with disadvantaged populations deserves attention in addressing the problems of blight, lack of adequate facilities (heating and plumbing), the cost of housing and the provision of social services and community facilities. Middle income families are also feeling the effects of the cost of housing. A number of concerns can be raised in regards to hillside development in areas which are environmentally sensitive, costly to provide with urban services, and difficult to serve with transit. Denser housing in flat-land areas may be preferable in avoiding the impacts of hillside development although it still may not be possible to avoid increased use of



already congested highway facilities or to realize significant air quality benefits through increased use of transit in conjunction with this type of development.

The relationship of transportation facilities to the type of development (both economic and residential) which occur may seem apparent from the above, but it also should be viewed in the context of various activities and development occurring in other areas. In this regard a number of issues merit attention: i) the need to expand transit capacity and use to employment centers both within San Mateo County and elsewhere in the region. Related to this issue is the need to coordinate transit service with transit operators in other areas, ii) the need to evaluate the adequacy of both highway and transit capacity in relation to economic growth which would occur in Southern Alameda County, and iii) the need to expand commute and non-commute transit to coastal communities and recreational facilities especially in view of the strategy for the coastal area which limits the capacities of public facilities in conjunction with the need to protect coastal resource areas.

III. Strategy: ABAG's Executive Board has not addressed development issues in this area, except as indicated above, in relation to the coastal area.



3

## San Mateo Coast

Sub-regional Planning Area

ASSOCIATION OF  
BAY AREA GOVERNMENTS







- I. GENERAL CONDITIONS: The San Mateo Coast planning area contains a wealth of environmental resources: (1) existing and potential recreational sites, (2) soils which are capable of supporting specialty crops which need the coastal climate to grow, (3) unique plant species and animal habitats, (4) wetlands, and (5) scenic resources. Agriculture is the major industry on the Coast, and an analysis of national demand patterns and recent trends in San Mateo indicate a large growth potential for horticultural production.

The coastal communities of Pacifica, Half Moon Bay, and nearby unincorporated areas have traditionally developed as residential suburbs. In 1970, 75% of the resident labor force held jobs outside of this area. Forty-percent of coastal jobs were held by residents who commute in from other areas. Growth in employment opportunities has occurred mainly in response to population growth with retail trade, services, and local government showing the largest increases in employment between 1965 and 1970.

As demands for housing increases, residential development may occur in environmentally sensitive areas. In Pacifica, most of the flatlands are developed hence most available land is located in hillside and ridgeland areas. In and around Half Moon Bay, undeveloped land is in agricultural use and/or has prime agricultural value. Outside of existing urbanized areas, much land remains undeveloped. The County's current zoning ordinance allows for only very low density residential use. This area is particularly sensitive and includes lands with steep slopes, agricultural preserves, flood plains, seismic activity zones, existing and potential recreational uses.

The availability and use of public facilities pose problems in this area. State Highway One, a major access route for both commuters and recreationists, is considered unsafe and expensive to maintain in good operating condition. Transit service has only recently been initiated between bay-side, San Mateo County and the coast. Wastewater facilities in unincorporated areas discharge through outfalls in proximity to a marine reserve. Water supplies are limited in agricultural areas and can accommodate limited, if any, population increases in and around Half Moon Bay. (Conditions documented and analyzed in detail in San Mateo Coast Corridor Evaluation, final report, October, 1975.)

- II. REGIONAL ISSUES/OPPORTUNITIES: The central issue on the San Mateo Coast is the extent to which new urban development will have adverse impacts on the environmental resources of this area. Coastal areas of the region are unique in providing physical resource values which can't be duplicated elsewhere. While many resources are extremely vulnerable to degradation by urban activity, the value of recreational opportunities can only be realized by providing safe and adequate access in insure the use of these facilities.

Although local policies favor increased highway capacities, existing highway facilities seem adequate to accommodate both urban and recreational travel demands. Parking facilities-not road--capacities are the major constraint to increasing the use of recreational resources. Increased transit service could also increase access to utilize recreational resources. Highway facilities should be improved to increase operational

efficiency and safety but expanded capacity does not appear warranted to achieve these ends.

The relationship between the capacity and area served by water and waste-water facilities is also important if resource values are to be preserved. With the presence of resource areas in proximity to existing developed areas, it is not clear whether agriculture can continue to be economically viable. Since a number of projects may be proposed which could provide capacity to induce population growth in sensitive areas, extensive mitigation may be necessary to protect these resources.

Another issue of interest is institutional in nature. The Coastal Commission has the regulatory power to control development in this area. ABAG's Local Governmental and Organization Committee has endorsed the State Coastal Plan. Whereas ABAG's policies are seen to be consistent with those of the Coastal Plan, ABAG's perspective toward coastal issues is not the same hence attitudes toward implementation actions (e.g. access to the Coast) may differ slightly.

III. STRATEGY: In 1974-75, ABAG and the Metropolitan Transportation Commission undertook a joint study of this area which lead to the approval of a coordinated set of development and transportation policies. Key implementing actions, summarized from Policies for the San Mateo Coast (approved by Executive Board in October, 1975), are listed as follows:

1. ABAG would review regionally significant development proposals that could (directly or indirectly) induce new development beyond San Mateo County's Phase I Urbanization Areas or the corporate limits of Pacifica or Half Moon Bay.



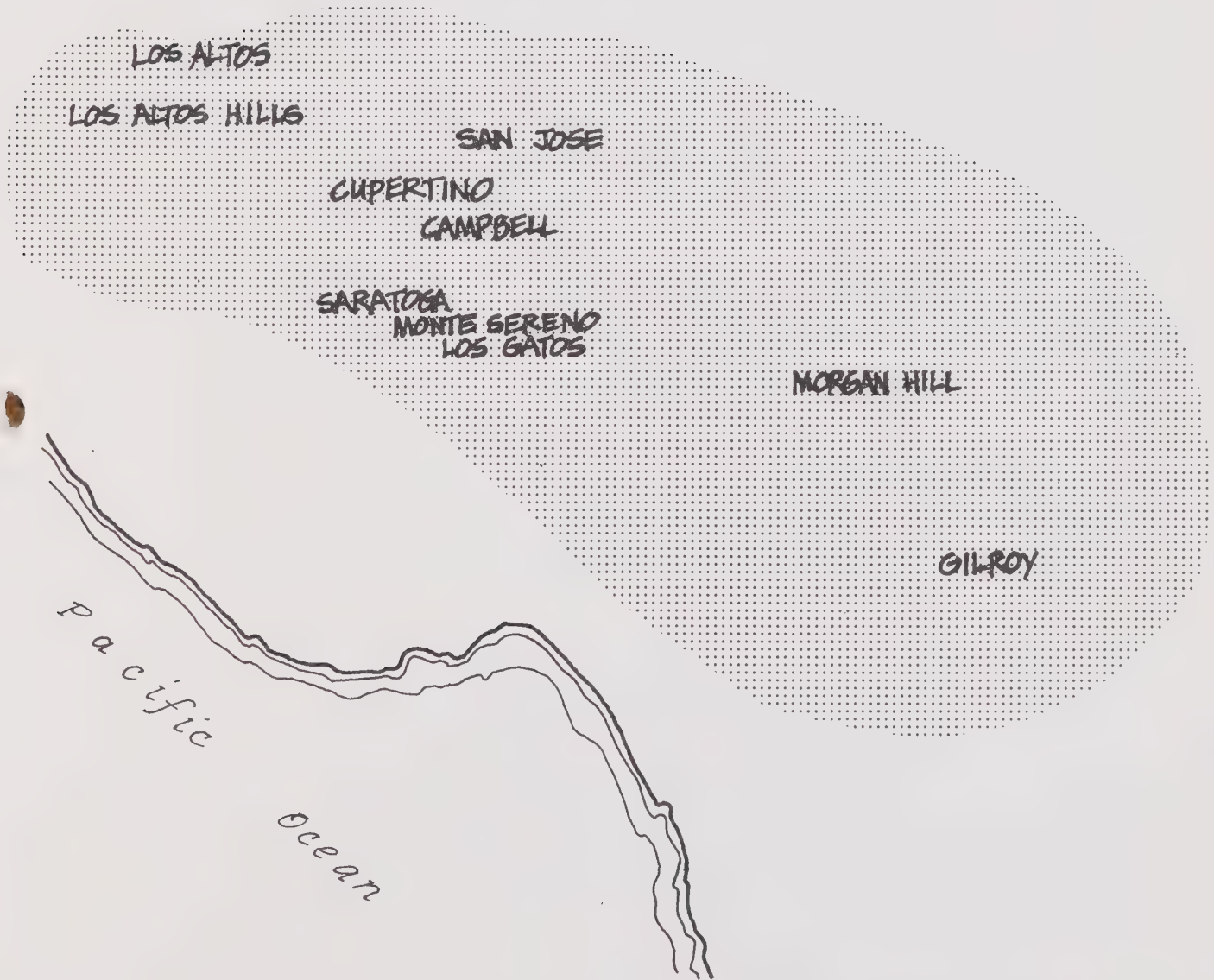
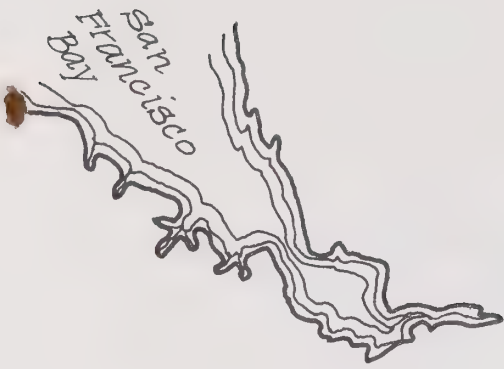
2. ABAG would recommend approval of public service improvements beyond the corporate limits of Half Moon Bay, Pacifica and Phase I Urbanization Areas only if assurances are given against degradation of natural resources.
3. MTC would not approve the use of Federal funds (Federal Air Urban) for roads serving the ridgeline areas of Pacifica.
4. ABAG would recommend approval of water and wastewater capacity increases commensurate with the following 1990 population levels: 19,000 in the Mid-Coastside and 42,000 in Pacifica. Approval would be contingent on the applicant agency's submission of information that documents the relationship between capacity and population served.
5. ABAG would not recommend approval of increases in wastewater systems' capacities until the San Mateo Local Agency Formation Commission (LAFCO) has established an urban service area boundary.
6. MTC would program funds for transportation projects which would improve the safety and efficiency of the existing system, including a two-lane Devil's Slide bypass with bus and truck climbing lanes and one additional lane on Sharp Park Road.
7. MTC would not approve capacity increases for Routes 1 and 92 before 1990. After 1990 increases would be considered in light of transit feasibility.

8. MTC would not program funds for the construction of Route 380 west of Route 280.
9. MTC would incorporate Sharp Park Road and Westborough Boulevard as proposed improvements in its Regional Transportation Plan as substitutes for Route 380.
10. MTC would include additional funds in the Transportation Development Program (TDP) for increased transit service to recreational sites.
11. ABAG would not recommend approval of any Federally assisted development proposals that would result in the conversion to urban use of prime agricultural lands, lands suitable for the production of coastal-dependent crops, or economically productive agricultural lands outside Half Moon Bay, Pacifica, or San Mateo County's Phase I Urbanization Areas.
12. ABAG would not recommend approval of any Federally assisted development proposals which would convert to urban use prime agricultural lands or lands suitable for the protection of coastal-dependent crops inside Half Moon Bay, Pacifica, or San Mateo County's Phase I Urbanization Areas unless it is demonstrated that continued or renewed agricultural use of such lands is not feasible because of location, size, soil type or other characteristics.
13. ABAG and MTC would not recommend approval of public service projects (water, wastewater, transportation) unless there is affirmative

local effort to increase the supply of low- and moderate-income housing or if the transportation project improves the accessibility of low-mobility groups.

Based on the actions listed above, Executive Board recommended funding for a grant to improve wastewater facilities for Half Moon Bay and nearby unincorporated areas subject to the following conditions: (i) that 300,000 gallons per day be set aside for recreational use leaving 1.7 million gallons per day for domestic use through 1997, (ii) that local agencies reduce their service area to that area recommended for urbanization above (see #2 above), and (iii) that local agencies request a sphere of influence study by the San Mateo County Local Agency Formation Commission (A-95 Review for Sewer Authority Midcoastside Wastewater Facilities, Grant File 41-76).





4

South  
Santa Clara Valley  
Sub-regional Planning Area

ASSOCIATION OF  
BAY AREA GOVERNMENTS





## SOUTH CENTRAL SANTA CLARA VALLEY PLANNING AREA

- I. GENERAL CONDITIONS: This area consists of a number of diverse residential communities suburban to employment centers in the North Santa Clara Valley area: maturing suburbs in west Santa Clara County, the City of San Jose (except for northern industrial areas), and the south county area in and around Gilroy and Morgan Hill. Although all of these areas have experienced rapid growth historically, recent data reveals a slowdown in the rate of building activity between 1970 and 1975. Moratoria in Gilroy and San Jose and downzonings in San Jose, Los Altos, Los Gatos, Los Altos Hills, Saratoga, and Campbell occurred during this time period. Nevertheless, Santa Clara County and this area in particular, is expected to continue to experience more rapid residential growth than any other area in the region. Although industrial growth is slow compared to the North Santa Clara Valley, recent industrial development approvals (e.g. IBM, Fairchild) appear significant relative to economic activities elsewhere in the region.

Presently, low density residential use is the prevalent form of housing. Median rents and housing values are higher than the county median in the western communities and lower than the median in San Jose and developing areas in South County. The largest concentration of multiple family units is in east San Jose where a large concentration of Hispanic people reside. Most vacant land available for new residential development is in south San Jose and south county, this land is designated primarily for low density use.

Although all cities in the Valley zone land for future industrial use, little industry exists presently. Recently, development approval was



granted to IBM and Fairchild to locate in the midst of the Valley but it is unclear whether market trends favor more extensive economic growth outside North Santa Clara Valley. Lacking more significant employment opportunities, future residents will likely be commuters. Presently, 90% of all work trips are to and from the North Valley planning area. Commute patterns verify the influence of outside employment centers attracting commuters from the South Central Santa Clara Valley. Only 1% of all county work trips are by public transit; and in some parts of the Valley the level of transit use is negligible.

Agriculture is a major economic force in this area. Although agricultural land has converted to urban use at a rapid rate, the value of agricultural production and average annual agricultural employment levels rank high relative to other counties in the region.

Environmentally, air quality conditions are severe countywide. In just the past few years, San Jose has become one of the most severely polluted locations in the region and the Valley is beginning to share this status. Oxidant, particulate, and carbon monoxide emissions exceed established standards. Meteorological conditions transport pollutants south from other areas of the region, although mobile source emissions (carbon monoxide) in the Valley may already be the source of significant pollution. Because of air layer inversion, pollutants are trapped and cannot disperse.

In more remote areas of the Valley (not anticipated to develop in the foreseeable future) other environmental conditions must be taken into account. The San Andreas fault lies in the west end of the county in the Santa Cruz Mountains and the Calaveras fault lies to the east along the Diablo Mountain Range. The Hayward fault lies a few miles west of the Calaveras and

secondary faults are located throughout mountainous areas. Jurisdictions such as Milpitas have begun stringent control of hillside development that is beginning to encroach into hazardous foothill areas.

The potential deterioration of groundwater supplies could result from development of some areas of the Valley where some development already exists on septic tanks. Mercury contamination of reservoirs, areas prone to flooding, and land subsidence are other environmental problems which need to be addressed.

The capacities of public facilities do not seem to impose near-term development constraints except in Gilroy and Morgan Hill where population growth may be limited by both existing and planned wastewater capacity. The passage of a recent bond issue to finance the San Felipe water project seems to assure adequate water capacity. A number of planned highway capacity expansions are under consideration.

II. ISSUES/OPPORTUNITIES: Throughout Santa Clara County the location of housing in relation to jobs appears to be the issue of primary regional importance. The existing imbalance (jobs centered in North Santa Clara Valley and housing in the South Central Santa Clara Valley) appears to have a number of adverse implications:

- 1) As new industry concentrates outside the South Central Santa Clara Valley, those industrial cities accrue fiscal benefits while jurisdictions in this area have to bear the cost of providing public facilities to support housing for workers. The future distribution of employment opportunities throughout the county will, in large part

determine what other actions (e.g. revenue sharing) would be appropriate to remedy fiscal disparities.

- 2) Transit is new and relatively untried in the County, residents still utilize the automobile as the means to commute. As low density residential development in this area moves farther away from employment centers, new residents will commute farther and this could have adverse impacts on air quality unless transit use increases appreciably. On the more positive side a number of new transit options (light rail, increased bus service) are now being studied and their potential implementation could lead to less dependence on the automobile. Similarly, local policies to encourage job growth within traditionally residential communities could have a similar effect.

Important as are the issues which relate to industrial development to the north, the development pattern of the South Central Santa Clara Valley raises other issues:

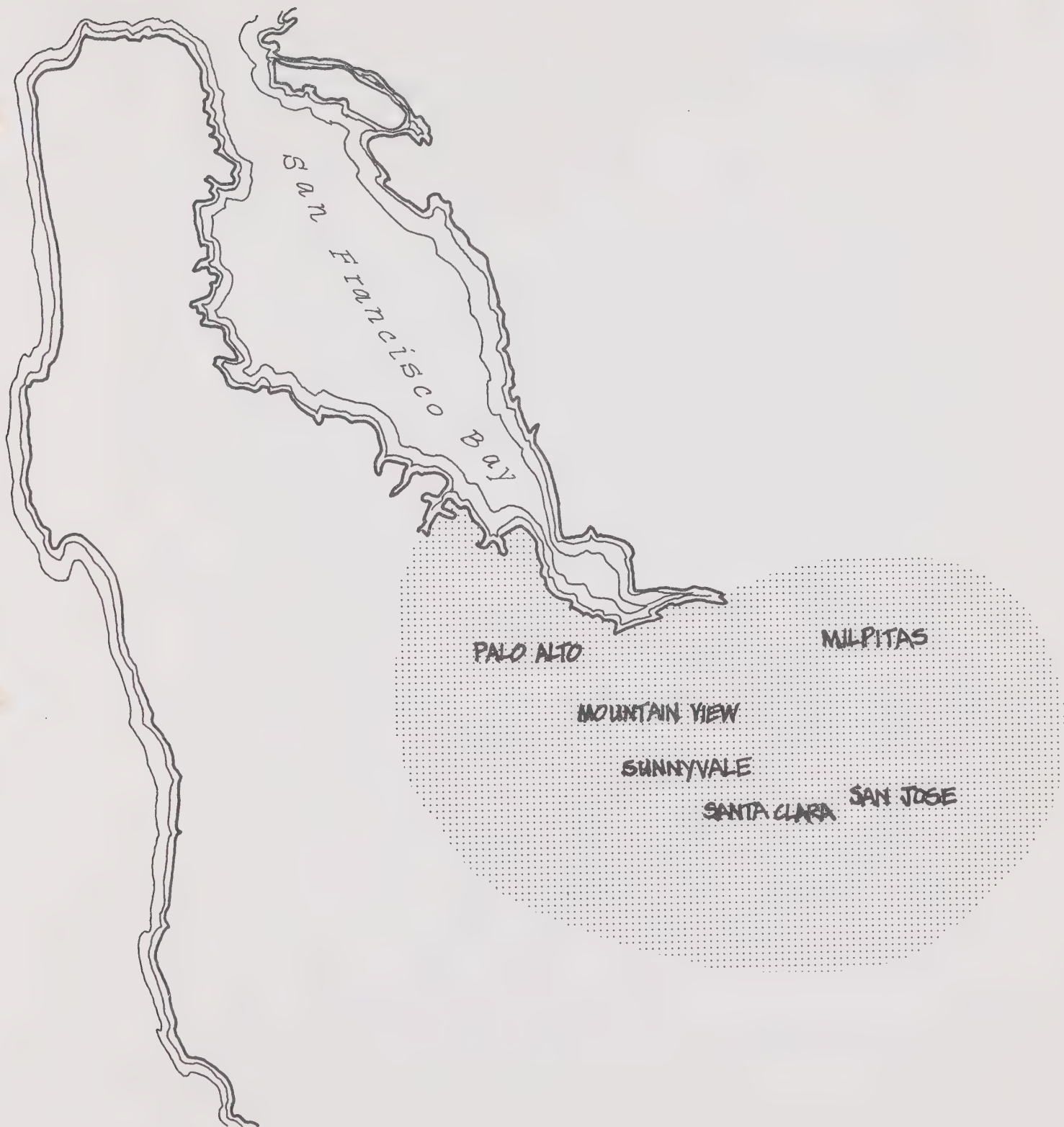
- 1) If low density residential development continues to be pervasive, it may be more difficult to provide transit service to these areas.
- 2) Low density development may inflate the cost of providing public services, diminish opportunities to increase the supply of low and moderate income housing, and involve the consumption of more energy resources than a higher density more compact development pattern.
- 3) The provision of new highway facilities, while needed to solve highway safety and to accommodate both inter and intra regional transportation



demand, may preclude transit options and exacerbate air quality problems as well as encourage more residential development in unsewered areas.

III. STRATEGY: Past actions of the ABAG Executive Board have addressed important issues in this area (highway safety and development in Gilroy and Morgan Hill) but not the range of issues described above. Since the ABAG/MTC Santa Clara Valley Corridor Evaluation study, scheduled for completion in summer 1978 will address this range of issues, its approval by ABAG Executive Board will establish the strategy for this area.









- I. GENERAL CONDITIONS: This area, consisting of industrial cities of North Santa Clara County and industrial areas in north San Jose, is notable for its potential to attract and absorb future economic growth. Historically, industrial concentrations developed in the cities along Highway 101: Palo Alto, Mountain View, Sunnyvale, and Santa Clara. More recently, industrial use has intensified on existing industrial sites in Santa Clara and North San Jose. Santa Clara County has about 21% of the region's total jobs and 35% of the manufacturing jobs with most major employment opportunities concentrated in this area. Electronics, automobile manufacturing, educational and research industries are the major employers. Presently the South Bay area has approximately 4600 acres of improved industrial park land available for development and this constitutes about 35% of all such prime industrial vacant land in the region. Local jurisdictions use assessment districts and capital improvements programs to assure the provision of needed facilities and services. Compared to the rest of the region, this area has more available vacant land for industry and less available for housing. In North Santa Clara Valley about half of the total land reserve is available for industry and half for future residential use. At the regional level, about 80% of the reserve is for housing and only 20% for industry.

In contrast to other regional employment centers (e.g.s. San Francisco, Oakland) which support employment growth in conjunction with relatively high density residential development, this area is characterized by much lower density residential use, even though housing is denser in this area than elsewhere in the Santa Clara County. Median housing values are lower

than the county median, however, the county median is one of the highest in the region. Likewise median rents are generally higher than the county median and again the county median ranks high in the region. In spite of high housing costs, North Santa Clara Valley cities tend to have the highest concentration of minority populations in the county, outside of San Jose. Black and Hispanic populations range from about 15 to 25% of the total population in Milpitas, Sunnyvale, Santa Clara, and Mountain View. Countywide, unemployment increased by about 50% between 1970 and 1976 and these cities also have a large proportion of unemployed residents.

The capacities of public services and facilities (water and wastewater) do not appear to impose near-term development constraints in this area. It is also served by a well developed system of highway facilities and the San Jose Airport. Relative to other highly urbanized areas in the region, the use of public transit service is low. Having only been available since 1972, public transit presently accounts for only 1% of all work trips within the county. The Southern Pacific Railroad provides transit access north along the west side of the Bay although continuation of this service is uncertain. A number of alternatives (light rail, expanded bus service) are now under study to increase transit capacity.

Environmentally, air quality conditions countywide are as severe as anywhere else in the region. Oxidant, particulate, and carbon monoxide emissions exceed established standards. Meteorological conditions transport pollutants south from other areas of the region, mobile and stationary sources within the Valley also generate significant pollution. With air layer inversion, pollutants are trapped and cannot disperse. Since this area fronts the most southern part of San Francisco Bay, water resource



areas including salt ponds, sloughs, marshland and estuarine flats abut developed areas. Lacking circulation and dispersion capacity, this part of the Bay is particularly vulnerable to waste discharges.

II. REGIONAL ISSUES/OPPORTUNITIES: With primarily industrial activity and growth occurring in this area and the most dynamic residential growth occurring to the south in South Central Santa Clara Valley, the imbalance between the location of housing and jobs appears to have a number of important consequences:

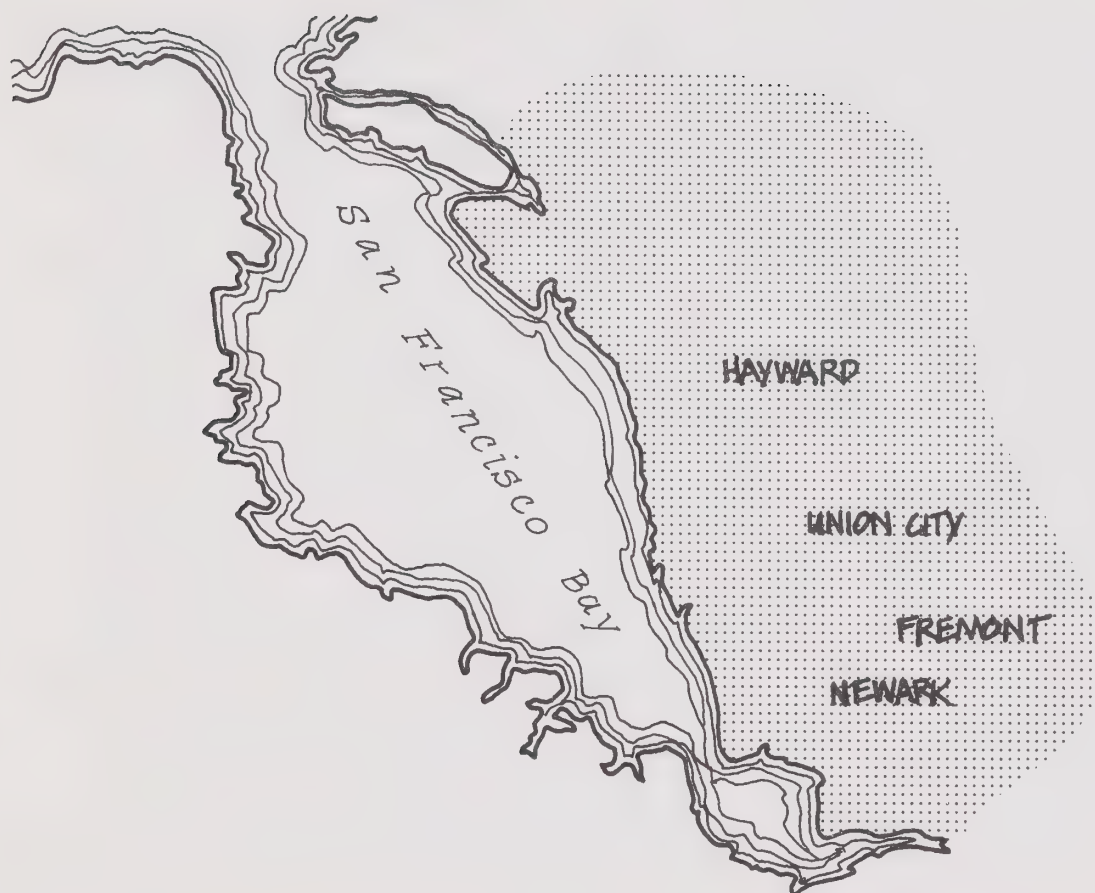
- 1) As cities in this area accrue revenues from industrial development, other suburban communities bear the costs of providing services to accommodate housing demands generated by this industrial growth. North Santa Clara Valley cities are very competitive in trying to attract industry hence the success of some jurisdictions may be at the expense of others. For example, San Jose has policies to encourage economic growth whereby the city would capture 70% of all new jobs in the county by 1990. If implemented the fiscal health of San Jose would be measurably improved although efforts by other cities to increase employment or maintain a balance of housing and jobs could be adversely effected. Residential communities in the nearby South Central Santa Clara Valley also plan to increase local employment opportunities. The future distribution of employment opportunities throughout the county will, in large part, determine what other actions would be necessary to remedy fiscal disparities.
- 2) The need to provide increased transit capacity countywide is well documented. Without an appreciable increase in transit use,

commuters will continue to be reliant on the automobile and this may exacerbate air quality problems which are already quite severe. Increased reliance on the automobile also entails a greater consumption of energy resources than would occur with increased transit use.

- 3) As the increased cost of housing creates shortages for low and moderate income people, it may become more difficult for North Santa Clara Valley cities to provide a diversity of housing opportunities. As the center of employment opportunities, the displacement of lower income residents may have severe consequences as they may have to pay regressive commuting costs in an area where transit service is not presently available (e.g. East San Jose).

III. STRATEGY: Based on past actions by ABAG, a strategy does not yet exist for the North Santa Clara Valley. ABAG staff comments on DEIRs have addressed the fiscal impacts of industrial growth in the South Bay generating housing demands and the need to provide services in other areas.

The ABAG/MTC Santa Clara Valley Corridor Evaluation study, scheduled for completion in the early summer of 1978, will develop the subregional strategy for this area.



# 6

## East Bay South

Sub-regional Planning Area

ASSOCIATION OF  
BAY AREA GOVERNMENTS







## EAST BAY SOUTH PLANNING AREA

- I. GENERAL CONDITIONS: This area consists of a number of diverse communities in Southern Alameda County. The annual population growth rate for these communities by far exceeds those in the older urbanized areas to the north (Berkeley, Oakland) where population is declining. Most sources agree that the bulk of future population increases in Alameda County will occur in this area. Presently this area is much more suburban than the urban core of Alameda County: low density residential uses are predominant; concentrations of minority populations are limited to small enclaves; household sizes are larger; and the population is younger and more highly educated than elsewhere in urbanized Alameda County.

Communities in this area share a number of common characteristics which relate to their potential to accommodate future development:

- 1) Housing values are higher than the county medium. Housing in Fremont is valued the highest in the county except in the Livermore-Amador Valley. Between 1970 and 1975, the cost of homes and rental units increased three to four times faster than median family incomes. Single-family residential use is the dominant form of housing. Hayward has the greatest proportion of multiple family units although they are outnumbered by single-family uses by a factor of two to one. Multiple family uses are anticipated to increase as a proportion of the housing stock throughout the area although the single-family units are still expected to outnumber multiples in the foreseeable future.

- 2) Approximately 8000 acres of vacant land are available for future industrial use. Much of this land, which fronts the Bay, is environmentally constrained being flood prone and having prime agricultural soils. Land for future residential use is also subject to environmental constraints: in Castro Valley, some areas have slopes in excess of 25 to 30% and lands are highly erosive and susceptible to landslides. Hayward hillside areas have the same characteristics with potential seismic hazards in some areas. Fremont limits new residential development in the hills. In Union City, residential development is planned on lands with prime agricultural soils.
- 3) Due to highly developed transportation facilities that serve the area (freeways, two transbay bridges, BART, and A-C transit), the area is accessible to most other urbanized areas of the region which circle the Bay. Even so, planned improvements to transportation systems are relatively extensive and include upgrading the Dunbarton Bridge, construction of the Shoreline Freeway, and improvements in the Foothill Freeway corridor.
- 4) Although housing demands are relatively high, limited wastewater capacity may constrain growth in the near future. The capacity of educational facilities may also pose limitations in some communities.
- 5) Existing and projected air quality emissions are likely to violate State and Federal standards.



II. REGIONAL ISSUES/OPPORTUNITIES: Relative to potential growth in other areas of the region, both residential and industrial growth may have beneficial impacts. The area is accessible to the major employment centers of the region by automobile and planned transit improvements may expand the scope of transit accessibility. Lacking significant industrial growth, commute distances would still be much less than from more isolated suburban areas (e.g., the Livermore-Amador Valley). In spite of environmental constraints to industrial growth, this area is capable of supporting significant employment opportunities. The type of industrial growth in conjunction with the type of housing built will determine the extent to which a housing/jobs imbalance arises. Presently, industrial development activity throughout much of this area has resulted in increases of blue-collar jobs. At the same time, housing values may favor the settlement of white-collar populations. As the population commutes out and workers commute in, energy consumption may increase and air quality conditions deteriorate.

Although the potential to accommodate more balanced growth exists, a number of development trends could have negative influences:

- 1) In spite of local commitments to improve local transit systems and increase transit use within these communities, a number of development approvals and local plan policies support additional residential use in ridgeland areas and unincorporated areas (e.g., Castro Valley) where land use patterns may deter successful transit operations.

- 2) Development in these areas also entails high consumption of energy resources and threatens scenic resource values. Where extensive low density development has occurred in these areas, market demands may limit opportunities to conserve and expand the supply of low and moderate income housing.
- 3) At the same time, the dominance of low density residential uses in flatland areas may limit efforts to diversity housing opportunities especially in communities with large amounts of vacant available land.

By no means is the situation entirely negative. Local policies and market conditions appear to favor significant densification in some areas (e.g., Hayward) and to a lesser extent in others. As mentioned above, local agencies are implementing a variety of transportation and land use mitigation measures in the hope of improving air quality. One of these measures, to initiate a study to phase development in Castro Valley, could mitigate many of the adverse impacts noted above, if implemented. Efforts by local agencies to expand and conserve housing opportunities for low and moderate income people also seem necessary in providing for balanced growth.

III. STRATEGY: The strategy for this area is based on the A-95 review of the East Bay Dischargers' Authority grant application for improved wastewater facilities in late 1976 (Grant File #114-76). Readers should also refer to the regional strategy for critical areas of environmental concern. The implementation actions listed below provide the specifics of policy action to date:

- o With respect to the service area of the project, the following patterns of urban growth would be generally consistent with the aforementioned policies:
  - 1) Redevelopment and infill in all urbanized areas especially in the project's northern planning unit (e.g., San Leandro and Hayward);
  - 2) High density residential development near BART stations;
  - 3) Residential development of a price/rent and type commensurate with occupation levels of service area employment opportunities and located near such employment opportunities; and
  - 4) Urban development phased so as to coordinate the public investment decisions consistent with local and regional policies.<sup>1</sup>
  
- o Fremont's one-year goal for subsidized housing units (140 units) is consistent with its share under the Regional Housing Subsidy Distribution System (133 units) approved by the ABAG Regional Planning Committee on January 5, 1977. This application should be approved for funding.<sup>2</sup>
  
- o Hayward's one-year goal for Federally subsidized housing (750 units) exceeds its target (205 units) under the approved ABAG Regional Housing Subsidy Distribution System. Hayward may qualify for housing subsidies in excess of the basic subsidy pursuant to the guidelines identified by the ABAG Regional Planning Committee. This application should be approved on the condition that 1) Table II of



the HAP will be revised to include all lower-income one-person households with housing needs, and 2) Hayward housing subsidies be distributed pursuant to the approved Regional Housing Subsidy Distribution System.<sup>3</sup>

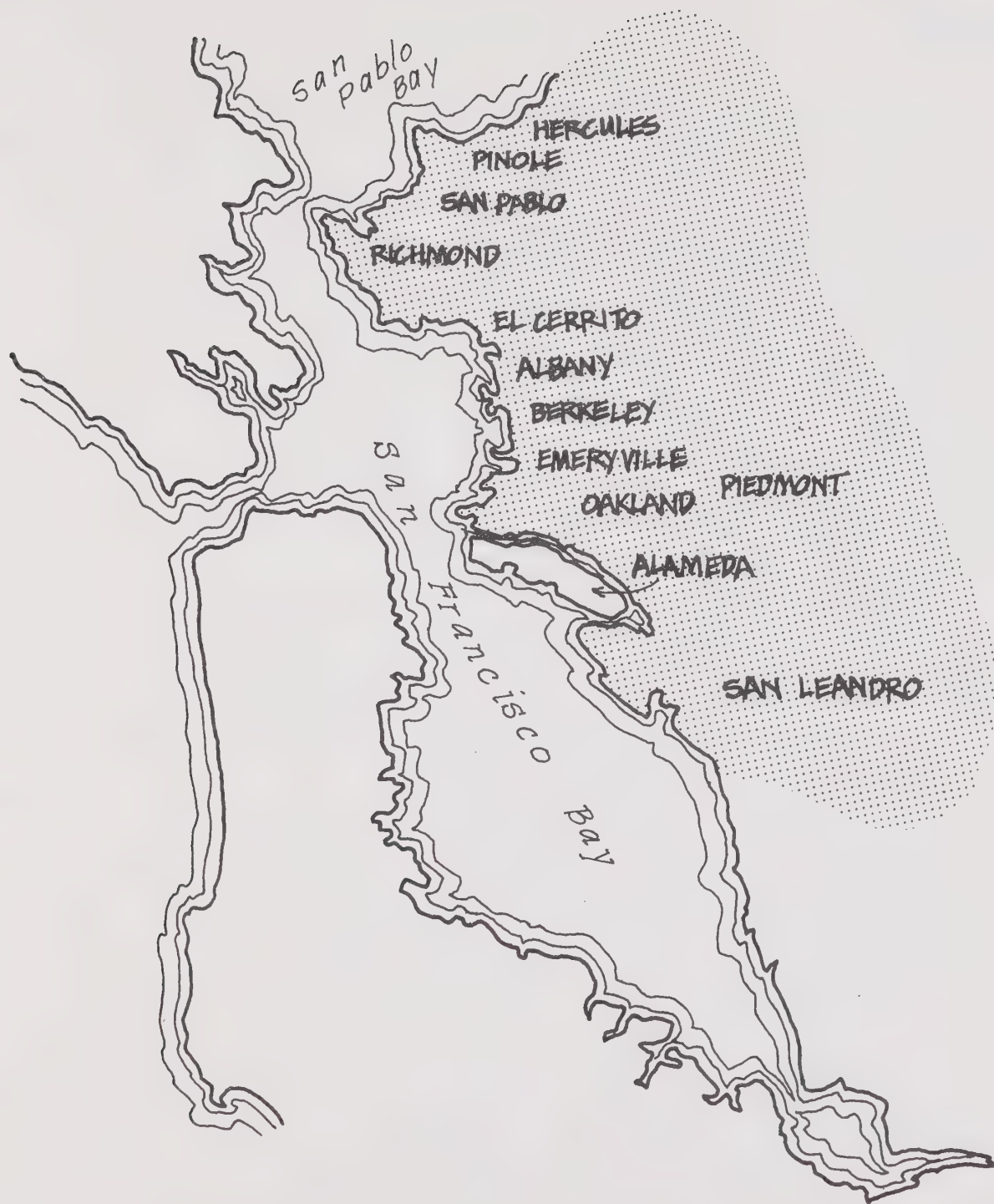
- o Staff questions whether approval of Rancho Sunol Estates project (in ridgelands) should be granted prior to completion of study to be undertaken by Alameda County to evaluate methods to control the location and timing of new development.<sup>4</sup>
- o Staff questions whether approval of PD-38 in Hayward, north of Castro Valley would be consistent with EBDA mitigation measures.<sup>5</sup>
- o Staff urges that consideration of development near Walpert Ridge be delayed pending completion of the Ridgelands Study.<sup>6</sup>

FOOTNOTES

1. A-95 Review of East Bay Dischargers' Authority wastewater grant, Grant File #114-76.
2. A-95 Review of Fremont CDBG application, Grant File #37-77.
3. A-95 Review of Hayward CDBG application, Grant File #49-77.
4. DEIR comments for Rancho Sunol Estates, March 24, 1977.
5. DEIR comments on PD-38, January 19, 1977.
6. Staff comments on notification for reclassification of 348 acres near Walpert Ridge, July 13, 1976.







7

## East Bay North

Sub-regional Planning Area

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BAY AREA GOVERNMENTS





## EAST BAY NORTH PLANNING AREA

- I. General Conditions: This area is one of the older built-up areas of the region which contains a number of diverse types of communities: mature urban cities which serve as employment centers, older suburban residential communities, and more newly developing suburban areas. Historically, the growth of this area as both a population and employment center, with similar growth in San Francisco, has provided the urban core around which suburban living evolved. Accordingly, this area, most notably the larger cities (Oakland, Berkeley, Richmond) are subject to conditions and trends common to a highly urbanized setting: high unemployment and crime, deteriorating housing, high levels of health, education, social service needs, and the loss of fiscal resources due to the suburbanization of affluent populations and industry.

With some exceptions, residential settlement patterns are similar in most communities. Residential uses extend in a linear pattern north and south along the Bay. Lower income groups reside in flatland areas in proximity to industrial uses which front the Bay, affluent populations reside in hillside areas. Racial and ethnic minorities approach 50% of the total population in Richmond and Oakland. Median family incomes are low and more families have incomes below the poverty level than in most other sub-areas in the region. Total population is decreasing in Oakland and annual growth rates in most cities are low relative to those in the suburbs and the regional average.

Based on local land development policy, there is limited vacant land available to support new residential development except in Hercules,



El Sobrante, and to a lesser extent in the Oakland Hills. Local jurisdictions utilize a variety of techniques for reuse including redevelopment, housing conservation, and neighborhood preservation. Although higher density residential uses are planned some communities (e.g. Oakland, San Leandro) public sentiment in both low and middle income neighborhoods may favor the conservation of lower density residential uses in some cities. Downzonings are also occurring in both urbanized areas and undeveloped hillside areas.

As an employment center, this area is in a stage of transition. Since there is limited vacant land to support new industrial development, reuse and redevelopment plans are becoming increasingly important in providing increased employment opportunities. While port and water-related industry may increase its share of economic activity, central business areas are in state of physical decline and generate less revenue than previously. Commercial and office uses may be a source of new job opportunities for white-collar employees, but as those uses expand jobs for local residents may decline. Both crime and the cost of labor are often cited as stimuli for some enterprises seeking suburban sites. With suburban land relatively inexpensive and with space available to support those enterprises which require more land, highly urbanized areas are losing competitive advantages they once enjoyed especially for those industries whose profitability is not tied to the benefits of a central location.

As the focus of most urban activities, the area is served by an extensive network of transportation facilities: freeways, two transbay bridges, the Oakland Airport, BART, and AC Transit. Although transit use is high, second to San Francisco within the region, facilities

(both highways and transit) are congested during peak hours. Air quality standards are frequently exceeded although climatic and meteorological conditions facilitate their dispersion to other areas.

Critical areas of environmental concern are locationally adjacent to urbanized areas. Both bayside and hillside areas offer major recreational facilities and opportunities to develop more in proximity to urban populations. Seismically, the area is vulnerable to damage from the Hayward Fault especially on bay-filled sites where ground failure (e.g. liquefaction) is likely to occur.

## II. Regional Issues/Opportunities

In an area where service needs are complex and services are especially expensive to develop and maintain, one of the most pervasive problems is the lack of fiscal resources to meet the escalating costs of providing services. The fiscal issue appears to be preeminent since, in large part, it determines the extent to which resources can be allocated to meet other pressing needs:

- 1) Housing - Although it is generally recognized that available subsidies are not nearly adequate to address the extent of housing needs that prevail, major urban jurisdictions have more experience in dealing with housing issues and hence have relatively well developed housing programs to address low and moderate income housing needs. Some jurisdictions (e.g., Oakland, Berkeley, Richmond) are prepared to make more units available than can be funded at the current level of Federal assistance, while other jurisdictions appear to apply considerably less resources. Accordingly, experience is mixed in addressing the service needs of special populations an effort that is also undersized due to the

paucity of Federal and State aid.

It should be recognized that while the low and moderate income housing issue critical, maintaining and expanding housing opportunities for middle and upper income people is also essential if suburban outflow is to be diminished and balanced community is to be achieved in this area. Although some of this kind of development is occurring (infill of vacant parcels, conversions to higher density residential uses, condominium development), it is not clear that the cumulative impact will be sufficient to markedly increase the population holding capacity of this area. In some instances this type of development is limited by environmental constraints or may conflict with the need for expanding other uses, facilities, or amenities.

- 2) Economic Development - Two distinct economic development trends may have varied impacts on this area: i) the potential loss of industry in this area of recurring unemployment has particularly dire consequences since this area has always provided great numbers of blue-collar jobs. The suburbanization of these jobs would be especially hard felt by lower income people who would face regressive commuting costs and lose employment opportunities if transit is not available and housing is too expensive elsewhere. Needless to say, the loss of industry entails a loss of fiscal resources to affected communities. Another potential impact could be "reverse commuting" with its attendant impact on transportation systems and air quality. It should be noted that it is not clear that this problem is without remedy. This area enjoys competitive advantages for some types of industry (e.g., port and airport related



industries) that other areas can't offer hence building upon these opportunities could mitigate adverse impacts. ii) The trend toward increased white collar employment, especially in conjunction with the revitalization of downtown business areas, could also have the effect of reducing employment opportunities for local residents (although not necessarily so). While revitalization appears to be necessary for any number of positive ends (e.g.'s fiscal gains and the diversification of the economy), the trend toward additional white collar employment opportunities, in lieu of expanded housing opportunities for potential workers may provide the stimulus for increased suburban growth.

- 3) Recreation - While recreation may not appear to be an issue on the same order as housing and economic development, numerous existing and potential recreational and open space areas exist both in the hillside areas and along the Bay, in proximity to urban populations. As the potential use of these areas for recreation may compete with demand for housing and industry, as has been the case in the past, trade-offs must be made to determine priorities. Recreational development, is of particular value here in conjunction with recreational transit, may serve to meet the needs of lower income populations who are unable to take advantage of more distant recreational areas.
- 4) Transportation - As an employment center, this area attracts commuters who utilize a variety of transportation systems to travel from home to work. To a large extent transportation issues result from trends which reinforce traditional urban-suburban commute patterns with

associated adverse impacts on air quality and energy consumption. Although actions to expand transit use and improve access within urban areas would have beneficial impacts in this area, actions resulting in expanded job opportunities for local residents and increased housing opportunities for middle and upper income populations (in conjunction with increased transit and improved access) could have the most lasting effects in reducing energy consumption improving air quality.

II. Strategy: Since ABAG has responded to a number of grant applications for different parts of this area, this strategy consists of a number of different implementing actions for various communities. Generally, the thrust of the entire strategy is to concentrate development in this area through infill and densification of residential areas, to encourage economic development in downtown Oakland, recreational uses along the Bay, measures to increase transit use, and efforts to meet low and moderate income housing needs. The strategy is detailed, as applicable to specific parts of this area as follows:

A. For West Contra Costa County

- 1) It is important to recognize that growth in the study area is consistent with County policies which seek to channel growth away from the East County where agricultural preservation is an overriding concern, to the West County where networks for the delivery of urban services already exist. This objective would also be consistent with the city-centered concept.

- 2) Phased development in Hercules and Pinole would be consistent with a plan to develop a new community - a form of growth more compatible with regional policies than the suburban sprawl which might otherwise occur. Hercules should implement a program to release land for residential development at a rate commensurate with industrial growth in the town.<sup>1</sup>
- 3) Support "Corridor Development" strategy which calls for increasing (residential) development densities along existing major transportation corridors.
- 4) The following actions should also be undertaken:
  - a) that the wastewater capacity of the project be reduced to levels which would enhance the feasibility of rehabilitation, infill and redevelopment of urbanized areas (such as Richmond and San Pablo). Such wastewater capacity restrictions would require growth limitations in the Hercules/Pinole area to below the 37,000 population "Medium Growth; capacity alternative of the EIR, the City of Pinole's revised 22,000 population projection being consistent with this capacity restriction;
  - b) that the West County Agency seek to obtain commitments from affected cities, Contra Costa County, the Contra Costa County Local Agency Formation Commission and special districts to limit growth in unurbanized areas; and
  - c) that members of the West County Agency participate in the Air Quality Maintenance Plan of ABAG's Environmental Management Program.<sup>2</sup>

- 5) HUD should examine its pending decision to provide assistance for the development of Neighborhood One in Hercules in light of suggested mitigation measures which would limit population growth in Hercules.<sup>3</sup>
- 6) Staff believes that the proposed annexation is inconsistent with Executive Board's action to limit growth in unurbanized areas.<sup>4</sup>

B. Oakland, Alameda

1. Support completion of Grove-Shafter freeway no later than 1979.<sup>5</sup> Freeway would serve to promote economic vitality of Oakland's CBD, employment growth, and provide an incentive to complete Oakland's City Center (redevelopment) project. Project would also appear consistent with ABAG policy by increasing highway safety, improving access to downtown Oakland, and improving air quality.<sup>6</sup>
2. Oakland's one year goal (3,900) for Federally subsidized housing exceeds its target (1,480) set under the approved ABAG Regional Housing Subsidy Distribution System. Oakland may qualify for housing subsidies in excess of the basic subsidy pursuant with the guidelines identified by the ABAG Regional Planning Committee. This, (CDBG) application is recommended for funding with the understanding that Oakland housing subsidies be distributed pursuant to the approved Regional Housing Subsidy Distribution System.<sup>7</sup>



3. This project, to acquire 21 acres of shoreline property in Alameda and Oakland, appears supportive of objective to preserve recreational open space on the Bay, particularly when close to urban populations.<sup>8</sup>
4. Harbor Bay Isle site could serve a number of recreational purposes compatible with airport operations and expansion. Moreover, area encompasses tidelands, marsh and water areas would be suitable for a fish and wildlife refuge--another critical area function identified in ABAG plans. Noise generators (i.e. the Airport) should be separated from urban development even if it isn't possible to define excessive noise in a quantitative manner.<sup>9</sup>
5. Local policy encouraging home ownership through conversion of rental units to coops and condominiums while little is done to improve the quality of substandard housing or to open new housing opportunities in non-impacted areas is not supportive of regional housing policy to expand and conserve the supply of low and moderate income housing.<sup>10</sup>
6. ...Alameda's goal of rehabilitating only 30 units in three years is disappointingly small compared to the need (potentially 818 units). While ten units may be a realistic one-year goal in light of experience with first year programs, there should be a marked increase once the program is established. This application is recommended for funding with the understanding that the City will make every effort to exceed its one and three year goals for housing rehabilitation.<sup>11</sup>

C. San Lorenzo

With respect to the service area of the project (wastewater project), the following patterns of urban growth would be generally consistent with the aforementioned policies:

1. Redevelopment and infill in all urbanized areas especially in the project's northern planning unit (e.g., San Leandro and Hayward);
2. High density residential development near BART stations;
3. Residential development of a price/rent and type commensurate with occupation levels of service area employment opportunities and located near such employment opportunities; and
4. Urban development phased so as to coordinate with public investment decisions consistent with local and regional policies.<sup>12</sup>
5. Staff views apartment development in proximity to BART as being consistent with actions above. Any development of this property should encourage and facilitate pedestrian access to BART. Shopping center at this site would be highway oriented use which would encourage use of automobile.<sup>13</sup>

FOOTNOTES

<sup>1</sup>Original comment in support phased growth from Grant File 81-76. Recommendation to phase housing growth commensurate with industrial growth was staff recommendation to RPC December 8, 1976.

<sup>2</sup>A-95 Review of West Contra Costa County Wastewater Facilities Grant File 81-76.

<sup>3</sup>FEIS comments to HUD July 16, 1976.

<sup>4</sup>DEIR Comments on Hercules-Pinole Sphere of Influence July 28, 1976.

<sup>5</sup>Executive Board Resolution No. 6-76.

<sup>6</sup>Memo from McKoy to Lammers February 23, 1977. (Testimony at Grove-Shafter Public Hearing)

<sup>7</sup>A-95 Review of Oakland's 1977 COBG Application, Grant File 7-77.

<sup>8</sup>A-95 Review of Shoreline Recreational Project Grant File 32-75.

<sup>9</sup>DEIR Comments Bay Farm Island January 3, 1974.

<sup>10</sup>A-95 Review of 1976 Alameda CDBG Application.

<sup>11</sup>A-95 Review of 1977 Alameda CDBG Application Grant File 69-77.

<sup>12</sup>A-95 Review of East Bay Dischargers Authority Wastewater Treatment Project September, 1976.

<sup>13</sup>DEIR Comments on Gold Circle Shores March 24, 1977.







8

**Livermore/  
Amador Valley**  
Sub-regional Planning Area

ASSOCIATION OF  
BAY AREA GOVERNMENTS





## LIVERMORE-AMADOR VALLEY PLANNING AREA

- I. GENERAL CONDITIONS: The 1976 population of the Valley was approximately 102,000. Projections of future population by a number of agencies vary greatly. 1975 total employment was 23,000 jobs, with about 13,000 in basic industries. The Valley is a commuter suburb with 45-55% of the resident population commuting to work. Very few housing units are substandard, between a quarter and a third of the housing stock was less than five years old in 1975. The unemployment rate in the Valley is generally less than in the older urbanized areas of the region.

Meteorological and topographic conditions are highly conducive to the formation of severe air pollutant concentrations. Existing and projected oxidant levels are expected to exceed the Federal and State standards. In some areas, soil conditions make the area susceptible to erosion and landslides. The presence of the Calaveras and Pleasonton Faults makes the area susceptible to damage from seismic activity.

The capacity of public services to accommodate additional population is limited, especially for schools and hospitals. Without additional treatment capacity, the supply of potable water will not be able to meet demand by 1990. Due to potential degradation of groundwaters, tertiary wastewater treatment, including salt removal is being required by the RWQCB. This requirement makes treatment expensive and Valley communities are having difficult financing new facilities. The excess capacity of existing wastewater facilities is extremely limited. (Conditions documented and analyzed in detail in Las Positas Reveiw Report, April 17, 1975; Livermore Plan Review Report, April 16, 1976; and LAVWMA A-95 Review, Grant File 86-76, July 15, 1976).

II. REGIONAL ISSUES/OPPORTUNITIES: The Livermore-Amador Valley has a number of very serious development problems including:

- (1) A substantial imbalance between jobs and residences. Since market conditions are not conducive to attracting sufficient employment opportunities, existing and future populations will likely commute to employment centers elsewhere in the region. This imbalance places added pressure on existing air quality problems, which are the most severe in the Bay Area;
- (2) Continuing difficulty in providing adequate levels of urban services and facilities as evidenced by the limited capacities of water quality, education, and health facilities. Additional population growth will necessitate major investments in new facilities while at the same time unused capacity is available in the older urbanized areas of the region, closer to existing employment centers. As development occurs outside existing developed areas in the Valley and new political or taxing entities are created to serve this development, it will become more difficult for existing service units to efficiently provide services and this will impose an inequitable fiscal burden on residents of existing communities; and
- (3) Housing and service costs in the Valley make the achievement of income balance difficult even in light of prospective Federal assistance for low and moderate income housing;



- (4) A number of public agencies in the Valley, all of which provide different public services to overlapping portions of the population without substantial coordination of programs.

The situation is not entirely negative. Except for the proposed Las Positas development area north of Livermore, new development is planned to occur within or contiguous to existing developed areas in Livermore, Pleasanton, and unincorporated Dublin. Alameda County's new rural zoning policy (1 unit per 100 acres) may serve to preserve agriculture and limit sprawl. The expansion of highway capacity on Interstate 580 will include lanes for bus and carpool operations.

III. STRATEGY: "Executive Board finds that the Las Positas project and other action which would result in substantial increase in growth in the Livermore-Amador Valley would be in serious conflict with regional policies so long as conditions leading to such conflicts have not been substantially improved." (Executive Board Resolution No. 3-75).

The following land use implementing actions are appropriate<sup>1</sup>:

- o In lieu of a specific numerical limit on growth, utilize a phased plan or development criteria that relate timing and location of development to the availability and capacity of municipal facilities and services;
- o Adopt urban limit lines consistent with the present outer City limits. Permit increased densities within already developed and undeveloped areas of the City;

- o Prohibit any development outside existing urbanized areas without annexation to Valley cities;
- o Rezone all unincorporated lands presently in non-urban uses to an agricultural designation, including a specific minimum lot size limitation;
- o Forbid the creation of new urban service entities or the extension of existing ones outside adopted Spheres of Influence of entities in the Livermore-Amador Valley;
- o Eliminate from urban service districts all lands that are both undeveloped and unincorporated;
- o Eliminate all unincorporated "islands" located within existing incorporated areas especially where provision of urban services is or will be required;
- o The provision of additional (wastewater) capacity to be reserved for industrial use may be consistent with ABAG policies...if safeguards to create a balance between the resident labor force of the Valley and the occupational skills associated with employment growth are implemented in order to reduce VMT.<sup>2</sup>

It should be noted that the wording of Executive Board Resolution No. 3-75 states, "...The Las Positas project and other action which would result in a substantial increase in growth in the Livermore-Amador Valley would be in

serious conflict with regional policies so long as conditions leading to such conflicts have not been substantially improved. (Emphasis added)

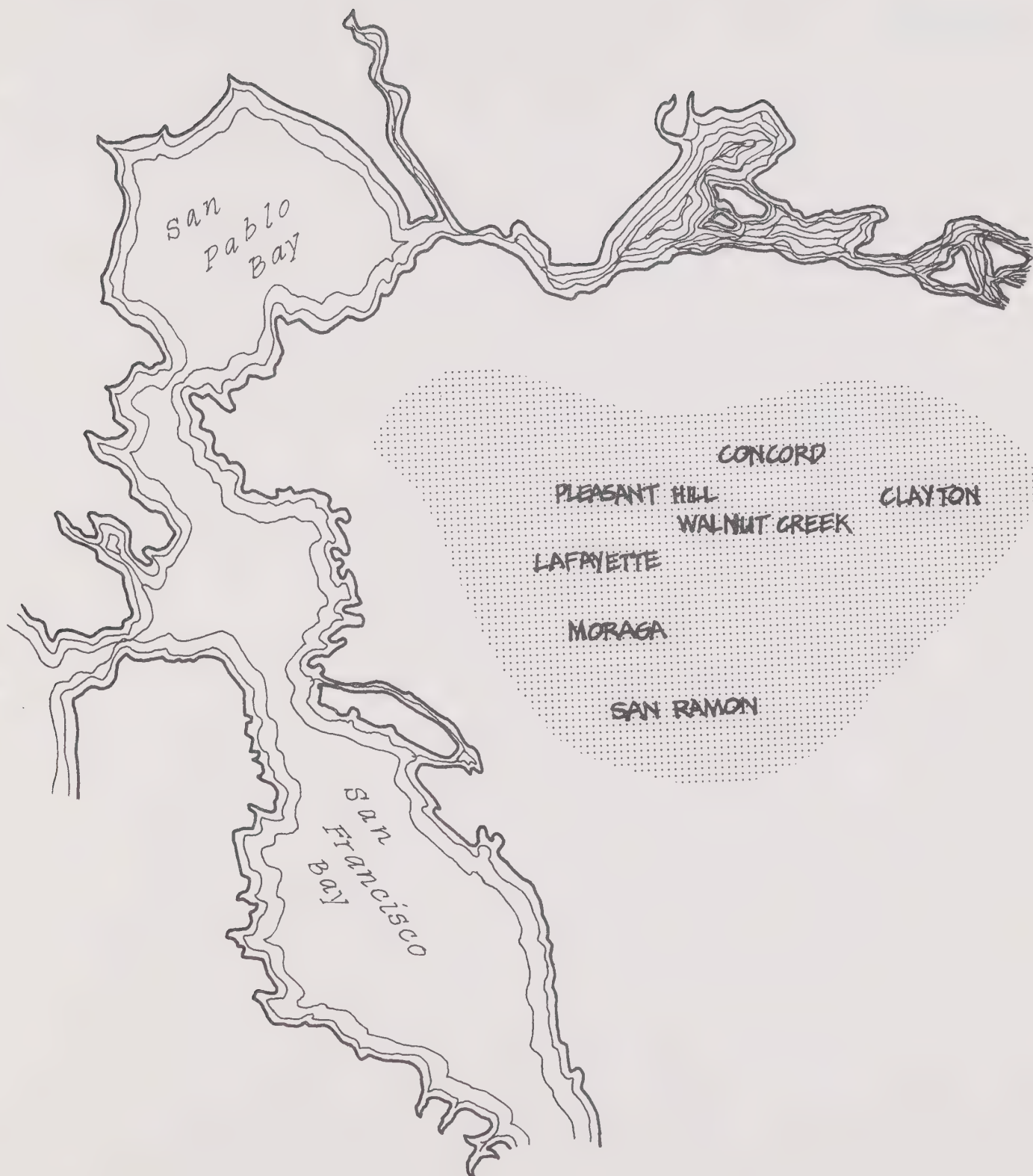
The Las Positas Report cites the following examples of existing conditions which would need to occur to eliminate these conflicts<sup>3</sup>:

1. Evidence that air and water quality standards required by Federal and State law can be achieved and maintained.
2. Reduction in commuting from the Valley to other parts of the region which would be a major step toward establishing air and water quality standards, and a better balance of jobs and housing in the Valley.
3. A range of employment opportunities appropriate to the skills and income characteristics of economically disadvantaged residents of the Region to ensure existence of balanced population.
4. Increased opportunities for low- and moderate-income persons to live and work in the Valley.
5. A coordinated program of planning and governmental organization to meet the problems of the Valley consistent with regional policies which will be used as the basis for planning and governmental decisions by all public agencies in the Valley.
6. Governmental organization and consolidation in the delivery of public services leading to fiscal balance and service equity."

### FOOTNOTES

1. Recommendations to the City of Livermore, Alameda and Contra Costa County Boards of Supervisors and the Alameda County Local Agency Formation Commission approved by ABAG Executive Board April 15, 1976, except where noted.
2. Grant File No. 86-76.
3. For a more detailed list of actions which could be taken in both the public and private sectors are listed on pp. 10-12 of the Las Positas Review Report approved by Executive Board April 17, 1975.







I. General Conditions: This area consists of a number of suburban cities and unincorporated areas: Walnut Creek, Concord, Clayton, Pleasant Hill, Moraga, Orinda, Lafayette, and the San Ramon Valley. The existing population has one of the highest median income levels in the region. Well over 50% are employed in white collar occupations, the largest element of the resident labor force is employed in the services sector. Over 85% of the population commutes to work by automobile. The area is partially served by BART which operates near or at capacity during peak hours. Local transit systems, in an early stage of development, are developing connections to BART.

Much of the existing housing stock is new and in good physical condition. Similar to trends elsewhere in the region housing values increased by about 75%, twice the rate of increase of median household incomes between 1970 and 1975. With a high rate of assessed valuation and increasing property values overpayment for housing may be an emerging problem. There is very little low cost housing in the area. Low density single-family homes make up the bulk of the existing housing stock although multiple family units have increased as part of the housing stock countywide.

In the future, as in the past, residential growth is anticipated to outpace the growth of employment opportunities. Based on local population projections, some communities could grow by more than 100% by 1990 and growth in unincorporated areas could amount to about a third of this increase. Future residential growth is likely to consist of infill and peripheral growth around existing communities with substantial new suburban residential development in the San Ramon area. Although substantial

acreage is zoned for suburban residential use, a recent decision to limit the capacity of wastewater facilities may reduce the growth potential to less than that projected by local governments.

Environmentally, air quality problems are significant in this area. Projected emissions for oxidant and organic gases will likely be in violation of the Federal Standards. Although the air pollution problem, in part, may be due to the importation of pollutants from other areas, conditions in San Ramon appear to be particularly severe. As is the case elsewhere in the region, seismic safety is also a concern. The Calaveras Fault poses the most notable seismic hazard in this area. To a lesser extent, landslide pockets and flood plains impose constraints to development at various sites. Scenic ridgetops and hillside areas where residential development is beginning to occur offer both recreational and open space opportunities.

- II. Regional Issues/Opportunities: Most issues of regional significance for this area seem to result from disparities between the location of housing and jobs. Lacking employment opportunities which serve a significant portion of the resident labor force and with new residential development planned in areas even farther away from employment centers, the dependency on long distance automobile commuting will probably increase. Although local employment growth is anticipated, the area may lack the diversity of housing types necessary for potential employees to find housing nearby. This may lead to a cross commute situation whereby residents commute out and workers commute in. To the extent that new job locations in this area are accessible by BART and/or local transit facilities this impact may be partially mitigated. Since jobs could



conceivably be filled by members of resident households where families seek to have more than one source of income, the extent to which reverse commuting could occur is uncertain.

Increased transit use cannot be viewed as a means to offset increased mobile source emissions that would occur as a result of this development pattern. A recent study has shown that the implementation of a wide range of transit improvements, many of which are not entirely feasible, would lead to only a minimal reduction of pollutants and vehicle miles travelled.

The pervasive pattern of low density single-family development poses additional problems. As well as increasing the burden on transportation facilities and making it more difficult and costly to extend transit service other potential impacts include increased costs of providing most public services, increased consumption of energy resources, premature conversion of agricultural lands to urban use, and restricted housing opportunities for low and moderate income people.

In spite of the problems above this area provides a number of amenities. With urban development opportunities limited in ridgeland areas, regional recreational and scenic resources may be preserved and expanded. Although future residential development may spread throughout flatland areas, it is unclear how much development may occur in hillside areas. Development in the hills areas could serve to exacerbate and compound many of the problems cited above.

III. Strategy: The strategy for this area arose from the A-95 review for the Central Contra Costa Sanitary District's grant application for expanded wastewater treatment capacity for the entire area. Executive

Board recommended approval noting that mitigation measures, especially that would limit treatment capacity to serve an E-0 population projection would make the proposal more consistent with regional policies. Reduced capacity would limit population growth by 50,000 over what was originally proposed and this would be substantially less population than projected by local agencies. Specific implementing actions are listed as follows:

- o Recommend approval of wastewater facilities (for the entire area) noting that design modifications (i.e. reduced capacity) and other mitigation measures (e.g. participation in AQMP) are being undertaken making the project more consistent with regional policies.
- o Staff urges that Concord consider mitigating the impact of cross-commuting from the Central Concord Redevelopment project by expanding the supply of lower income housing in conjunction with expanding lower paying job opportunities.<sup>2</sup>
- o Existing land use policy, zoning, and LAFCO boundaries are correctly viewed as mitigation to limit residential growth in Bollinger Canyon. Information is needed to substantiate the need for the project (interceptor sewer), which at present is unclear.<sup>3</sup> (Ridgelands project)
- o An alternative to provide multi-family housing could serve to mitigate many of the adverse impacts identified in conjunction with Greater San Ramon Area Plan (restricted housing opportunities, high public service costs, high rates of land and energy consumption, difficulties and costs involved in providing transit, premature conversion of agricultural

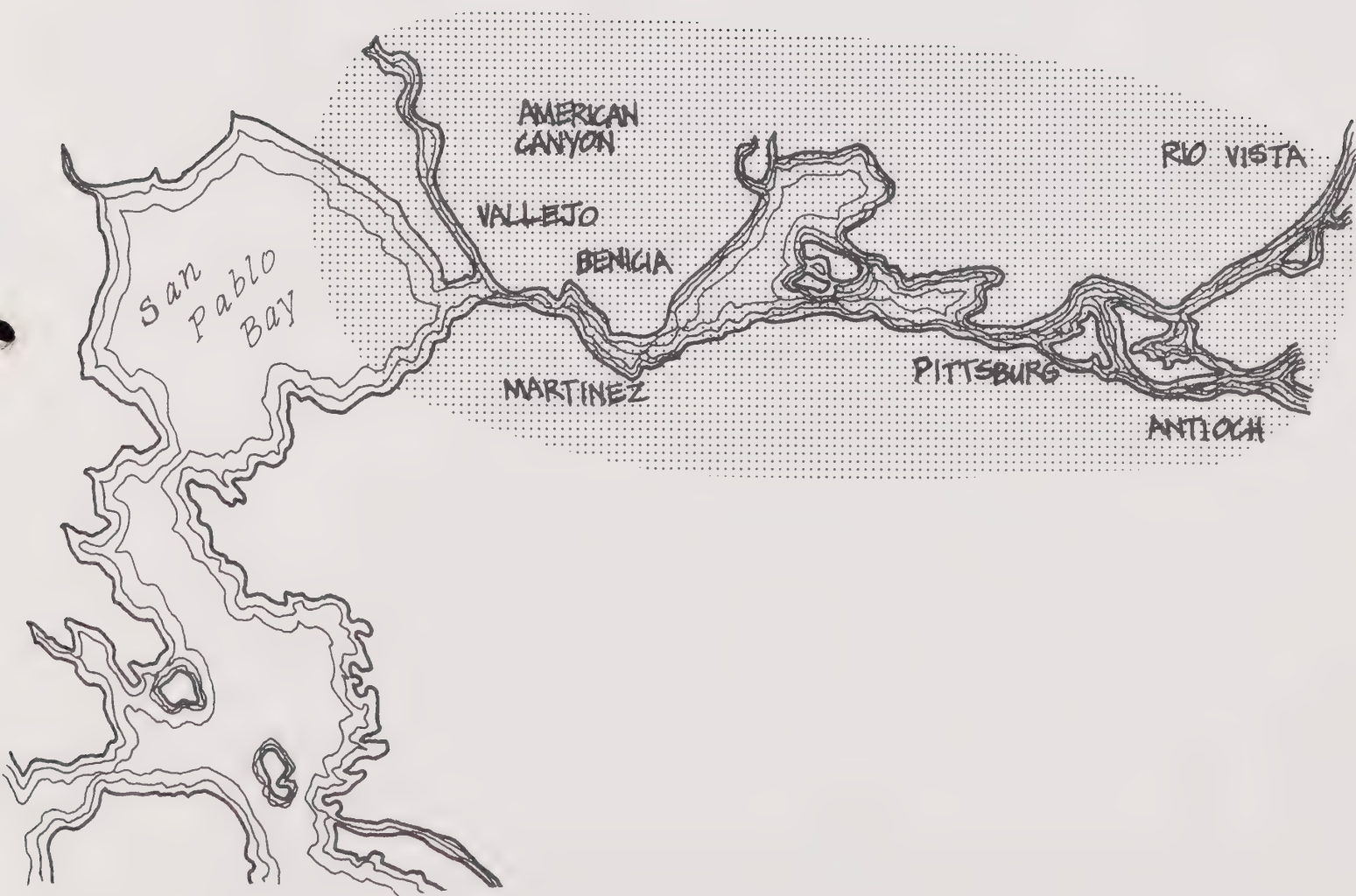
lands). This alternative would likely raise fewer conflicts with regional policies.<sup>4</sup>

#### FOOTNOTES

1. A-95 review, Grant File No. 34-77
2. DEIR Comments Central Concord Redevelopment Project, Nov. 8, 1976
3. DEIR Comments on Bollinger Canyon Interceptor Project, March 23, 1973
4. DEIR Comments on Greater San Ramon Area General Plan, Aug. 3, 1976







# 10

## Carquinez

Sub-regional Planning Area

ASSOCIATION OF  
BAY AREA GOVERNMENTS





## CARQUINEZ STRAIT PLANNING AREA

- I. GENERAL CONDITIONS: This area, with over a third of the region's vacant available industrial land reserve, is most notable for its potential to support future industrial growth. Substantial development already exists throughout the area. Major employers include C & H Sugar in Crockett, Shell Oil and Stauffer Chemical in Martinez, U.S. Steel in Pittsburg, Exxon in Benicia, and the military at Mare Island Shipyard in Vallejo. Almost all communities have sites available for new industry in addition to potential sites in previously undeveloped areas (Montezuma Hills-Collinsville). Conditions which make the area conducive to new industry include proximity to all modes of transportation, relatively inexpensive land, existing infrastructure in most areas, and an available supply of labor. One factor which may limit future development is the scarcity of deep-draft sites. In the past a number of projects have been proposed to widen and deepen the channel.

Cities in the Carquinez area support predominantly suburban residential development which probably will continue with or without new industrial activity. Irrespective of location, housing values and rents are below median levels in Solano and Contra Costa Counties. In Vallejo and the Pittsburg-Antioch area between 24% and 40% of the existing housing stock is at least twenty-five years old. For the existing population, median household incomes are low relative to the median in Contra Costa County and about at a par with the median income in Solano, the county with the lowest median family income in the region. Both Vallejo and Pittsburg have large minority populations. New residential growth tends to be suburban in character although Pittsburg, Martinez, and Vallejo have active housing and community development programs underway.

Opportunities to support additional development may be limited by the cost of providing new facilities. New wastewater facilities for Pittsburgh, Antioch, and Port Costa will provide for modest increases in population. Expansion of these facilities is planned to serve long-term needs which would substantially increase capacity to a level where new water and school facilities may be needed to support additional population. Benicia's new general plan assumes the availability of new wastewater treatment capacity may soon be scarce in Martinez which is part of a larger sanitary district which limited capacity to support a minimal level of growth. Generally highway capacity seems adequate to support future needs. Regional transit service is not available to Solano County cities in this area. Express bus service to BART is available in Martinez, Pittsburgh and Antioch.

As is the case elsewhere in the urbanized areas of the region, air quality conditions are of concern. Based on observations from monitoring stations in the planning area (Vallejo and Pittsburg) emissions for particulates, sulphur dioxide, carbon monoxide, and oxidant exceed established standards, oxidant most frequently. Water quality-related conditions are also important: the protection of the Suisun Marsh, the uncertain impact of Delta outflows, and opportunities to expand recreational activities rate highest in this area.

II. REGIONAL ISSUES/OPPORTUNITIES: Recent events, i.e. the attempt of Dow Chemical to obtain permits to operate petrochemical facilities, has focused public attention on the potential for industrial development in this area. Some issues raised by Dow may have applicability to the entire region, if not the State: whether or not new industrial development can meet existing air quality permit standards. Since the



Carquinez area appears to have the potential to support substantial industrial growth, the impact of existing permit standards and procedures may be hardest felt here. Presently, the agency responsible for the enforcement of air quality standards is legally constrained from making decisions except from an air quality perspective, hence the overall impact of economic development is not considered. Since new development could conceivably involve the production and processing of energy resources, decisions to deny industrial development solely on the basis of air quality considerations may have substantial impacts on the availability of these resources throughout the region, State and other areas of the country. As economic development in this area has multiplier effects in stimulating secondary industrial development, opportunities to relieve unemployment and accrue fiscal benefits may also be compromised by air quality decisions.

With its natural orientation to accommodating water-related industrial development, the extent to which industry can coexist with other priority uses along these waterways, may effect the extent, type, and location of industry which can be accommodated. Specifically, industrial development proposals must be evaluated in terms of their impacts on sensitive areas (e.g. the Suisun Marsh), potential recreational uses of waterways unique to the region, and the extent to which industrial activities entail hazards (e.g. oil spills) with unacceptable environmental costs. Since industrial activity itself may entail the production and refinement of energy resources (e.g. oil), subarea implementation actions for this area should be consistent with regional resource management strategies.

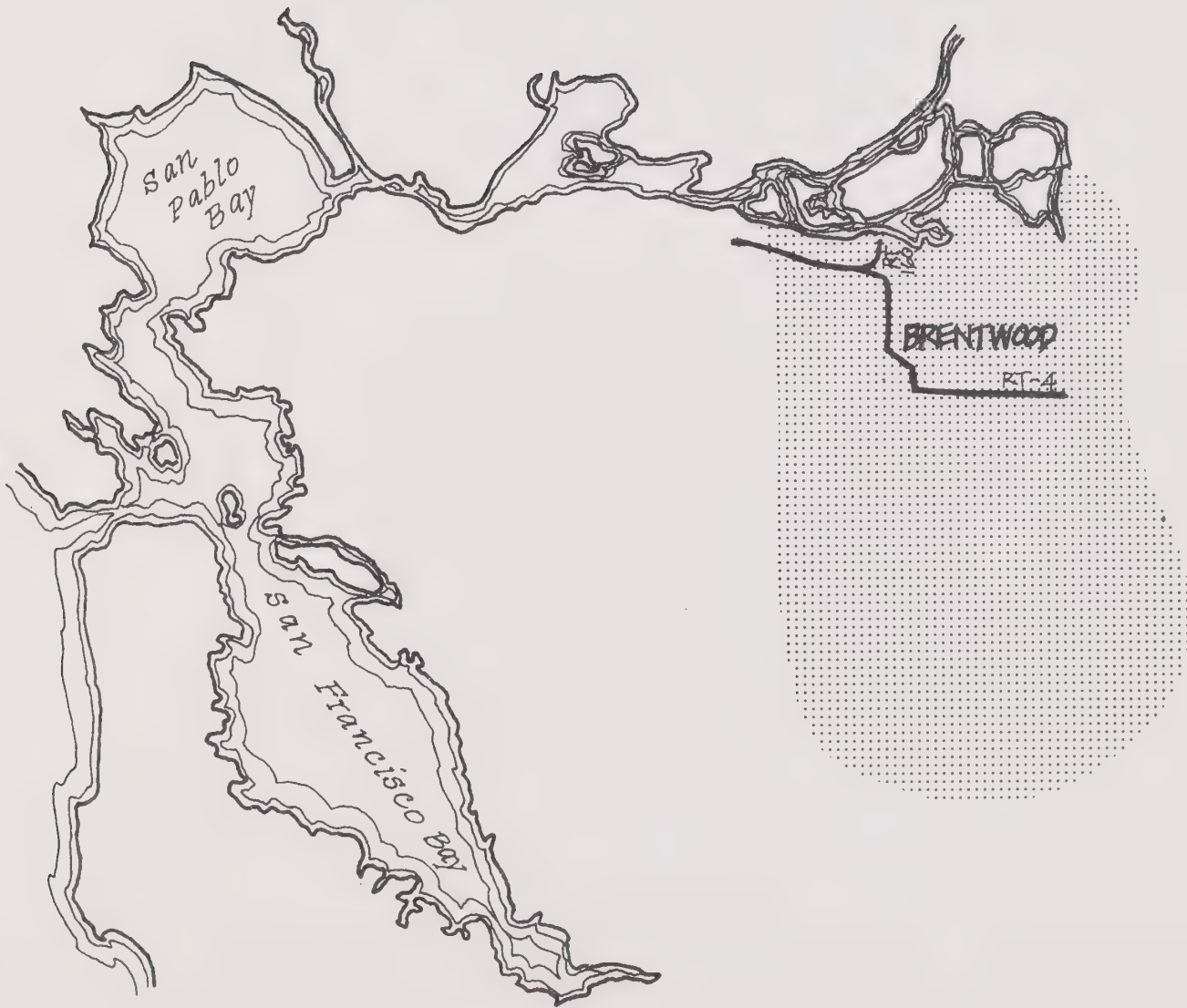
The environmental issues above may be the primary ones which determine the scale, location and type of industrial development which can be accommodated within this area, decisions to expand economic activities in this area could have varied impacts (both positive and negative) which also bear consideration:

- 1) The distribution of industry among the various jurisdictions may generate fiscal disparities. As industrial growth has a multiplier effect and generates housing demand in an around this planning area, those jurisdictions which accrue industrial revenues will benefit relative those who mainly bear the costs of accommodating new housing.
- 2) By providing increased employment opportunities in proximity to suburban areas (e.g. Central Solano County) which are experiencing rapid residential growth but lack regional transit, long distance commuting could be minimized for new residents who might otherwise commute longer distances to existing regional employment centers. At the same time some of these communities are presently having difficulty containing sprawl, hence induced residential development may exacerbate existing problems.
- 3) Growth in existing Carquinez communities where existing infrastructure exists, could reduce the costs of investing in new public services and facilities elsewhere. The extent to which jurisdictions can provide the range of housing opportunities necessary to house potential employees and phase the allocation of residential growth commensurate with economic activities could lead to a more compact and orderly form of growth and development.

III. STRATEGY: Project reviews and other implementation actions taken by Executive Board have not addressed the range of issues described above hence there is no strategy for this area.









- I. GENERAL CONDITIONS: This area consists of a number of small residential communities (Brentwood, Byron, Bethel Island, Oakley, Sand Hill, and Discovery Bay) with a 1975 population of approximately 15,000 people. The predominant urban land use is single family homes accounting for about 2000 of 2200 developed acres in 1973. The existing housing stock is old but inexpensive. In 1970, over 64% of all dwellings were over 20 years old. The median value of homes was 21% less than the county median; rents were 43% of the median.

The prime industrial activity in East Contra Costa County is commercial agriculture with approximately 100,000 acres in agricultural use and considerable land with prime agricultural soils. Agricultural activities are becoming increasingly marginal due to small parcel size, water quality and supply problems. Large lot residential development and smaller tract subdivisions also constitute impediments to agricultural activities. Lacking significant job growth, this area will continue to be suburban with residents commuting to jobs in the Antioch-Pittsburg area or elsewhere in the region. Presently, express bus service to BART is available in Brentwood and Oakley.

New development may occur in environmentally sensitive areas. Both the Delta Lowlands and Bethel Island are classified as areas with the highest susceptibility to seismic hazards and much of the remaining area is also seismically sensitive. Potential flood hazard areas have been identified in Byron, Knightsen, and Oakley. Other areas are flood prone due to potential inundation resulting from failure of the extensive levee system. On a

more positive note, Delta waterways provide unique regional recreational opportunities in this area.

II. REGIONAL ISSUES/OPPORTUNITIES: Planned development for this area poses a number of problems for maintaining the productivity of agriculture, limiting sprawl, and addressing adverse impacts of new residential development in environmentally hazardous areas. In particular, two development proposals, if implemented, would provide for extensive urbanization of this area at a scale which would fundamentally alter the rural character of existing development:

1) Discovery Bay - Originally planned as a "second home" recreational community in an isolated area near the Contra Costa/San Joaquin County line, this community is now being marketed as a residential development with a potential population of 15,000. Development at this scale and in this location may primarily be oriented to the Stockton area. Commuting distances to Bay Area employment centers may be prohibitive. Contra Costa County has already made commitments to provide services to this area.

2) Brentwood - Brentwood's General Plan would expand the area of the city from one to seventeen square miles mainly to accommodate additional low density residential development. The projected population is 25,000 people. Urbanization at this scale would entail development in environmentally hazardous areas and involve extensive conversion of prime agricultural lands to urban use. Brentwood's plans appear to be in conflict with County policies to preserve agricultural lands with prime soils.



While these plans are, to say the least, ambitious they should be viewed in contrast with existing sphere of influence designations and plans to provide urban services in a more compact pattern. The provision of future wastewater service, for example, will provide for local treatment in each community without constructing interceptor links between communities which could encourage sprawl. Even without these interceptors, however, extensive rural residential development could occur on septic tanks.

While not necessarily related to the scale of development which could occur in this area, the peripheral canal project may have significant impacts effecting water quality and recreation in the Delta. Water quality impacts may in turn effect agricultural operations which utilize supplies from the Delta system.

III. STRATEGY: The strategy for this area was established in the East/Central Contra Costa County Wastewater Review (A-95) which calls for limited (E-0) growth in Discovery Bay, hookup restrictions along the Bethel Island-Oakley interceptor, and other measures to limit growth in rural areas. In the review of the DEIR for the East County Area Plan, staff reinforced the concerns addressed by Executive Board in the wastewater review as well as seeking clarification of how the plan would achieve hazard reduction and promote recreational use where opportunities now exist. Specific implementing actions are listed as follows:

- 1) The capacity of the treatment plant at Discovery Bay should be reduced to be more consistent with the "E-0" population projection to mitigate the impacts of suburban sprawl in the East County area;

- 2) The East/Central Contra Costa County Wastewater Management Agency should seek commitments from affected local communities, Contra Costa County, the Contra Costa County Local Agency Formation Commission and special districts to limit growth in unurbanized areas (e.g., hookup restrictions along the Oakley-Bethel Island interceptor); and
- 3) Members of the East/Central Contra Costa County Wastewater Management Agency should participate in the Air Quality Maintenance Plan of ABAG's Environmental Management Program.
- 4) Accelerated growth in local population serving employment, tightly drawn sewer service boundaries, agricultural preservation (large lot) zoning are all measures which would minimize adverse impacts on regional policies.<sup>1</sup>
- 5) ...identify future acquisition and management options for potential recreational areas.
- 6) It is not housing per se but housing built to accommodate large numbers of people who will not work in the East County area-- people whose housing needs could be met closer to the employment centers of the Bay Area that regional policies that regional policies seek to guard against. New housing is needed... to replace substandard units.

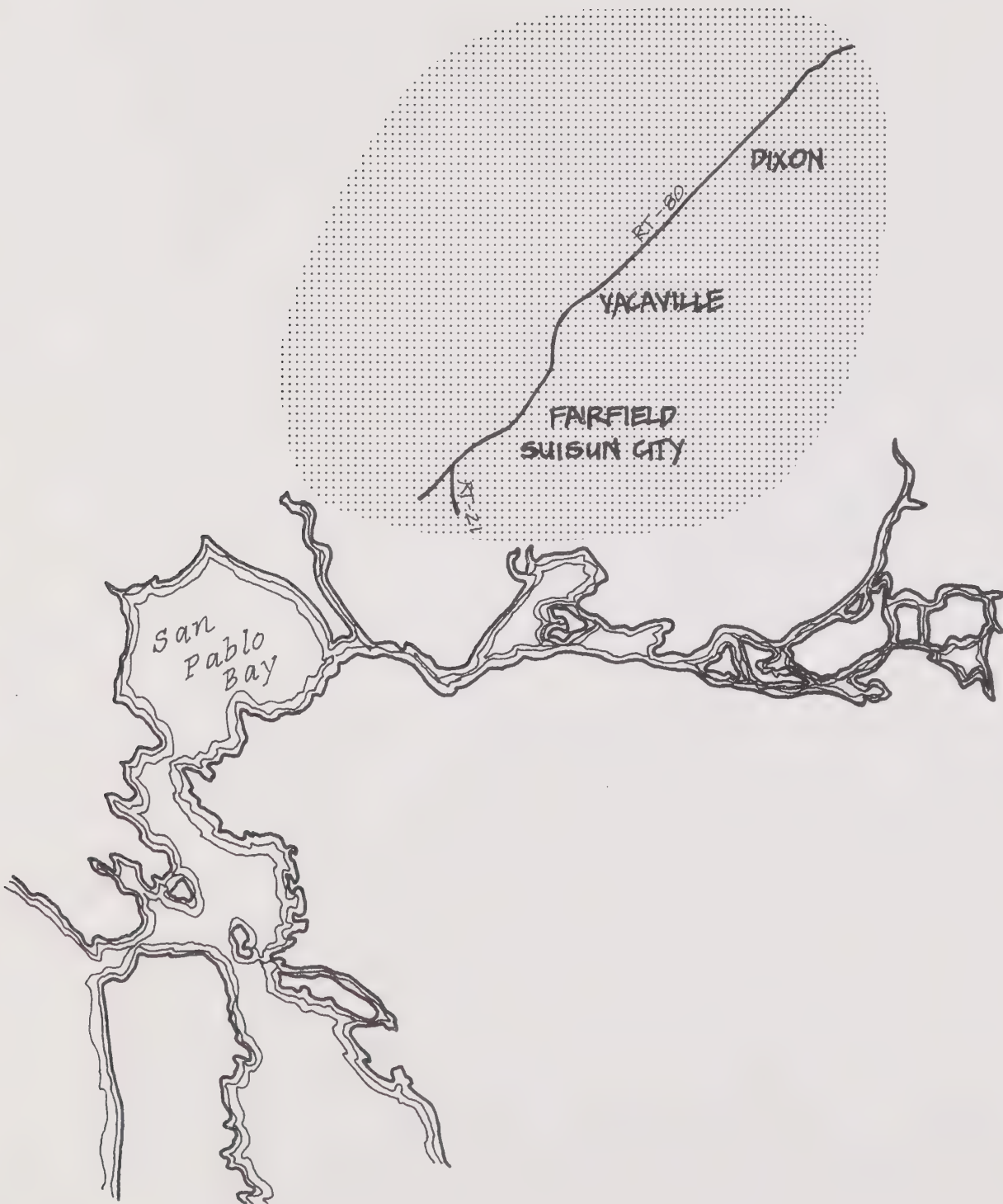
- 7) The proposed plan (East County Area Plan) should more affirmatively address flooding and seismic safety issues by establishing policies and programs for hazard reduction.<sup>2</sup>

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2. Actions 5-7 from DEIR Comments on East County Area Plan; March 1, 1977.









## CENTRAL SOLANO COUNTY PLANNING AREA

- I. GENERAL CONDITIONS: In terms of population growth, this area of Solano County is one of the most rapidly growing areas in the region. Historically, both Fairfield and Vacaville have grown much faster than either the county or the region. Between 1970 and 1975, Vacaville accounted for over 50% of the county's total population growth. More recently, rapid residential development has continued in Vacaville and Fairfield and has now begun to occur in Suisun City. Although the median value of homes increased by almost 80% during this time period, the cost of housing is still very low relative to most other areas in the region. As a result of increased housing values, over a fifth of the population pays over 25% of family income for housing. Increases in the median rent level were the lowest reported in the region between 1970 and 1975.

Economic growth rates for this area also exceed county and regional averages. Major employers include Travis Air Force Base, Anhauser-Busch, County Government, the State Department of Corrections, food processing and distribution industries. Although recent projections show Solano County to be one of the slowest growing counties in providing new employment opportunities, recent growth in industrial activity may alter these trends. To accommodate new development, significant amounts of land are zoned for future industrial use, along Interstate Highway 80 between Cordelia and Vacaville and adjacent to Travis Air Force Base. Land available for residential use, mostly low density, is generally located adjacent to planned industrial uses.

With few exceptions, both residential and industrial growth is planned to occur within LAFCO spheres of influence. It should be noted that

there is probably more undeveloped land within these spheres than anywhere else in the region. A great deal of urban activity is planned along the highway corridor from Cordelia to Vacaville. Dixon, a small community near the Yolo County line, also anticipates development pressures for substantial new residential growth but growth in this community appears oriented toward the Sacramento area rather than the Bay Area. Although all local governments in this area plan to accommodate much growth, expanded service capacities for schools, water, and wastewater will be needed to support new development. At least two cities (Vacaville and Fairfield) are both actively analyzing growth management in relation to fiscal issues. Except for Greyhound, regional transit service is not provided to this area although a couple of local systems operate within this area.

Outside spheres, agricultural uses are prevalent. Countywide, the value of agricultural production was second highest in the region in 1976. Much land is held in agricultural preserves pursuant to the provisions of the Williamson Act. The county's large lot zoning policy in agricultural areas (1 unit per 20 acres) may soon be revised to provide for even lower density residential use. The major environmental resource which may effect future development in Suisun City, Fairfield, and Cordelia is the Suisun Marsh, one of the most significant ecological systems in the State of California, whose location extends to the southern portions of these urban areas.

- II. REGIONAL ISSUES/OPPORTUNITIES: As reflected above, this area is planned to accommodate significant increases in population and industrial growth. Related to the potential growth, a number of issues remain to be resolved:
- i) whether industrial growth will provide employment opportunities for



the resident labor force at a level to minimize commuting to employment centers elsewhere in the region, ii) whether industrial and residential growth would limit the potential for infill, redevelopment, or reuse in the older, more urbanized areas of the region, iii) the extent to which communities can provide housing opportunities for low- and moderate-income people, iv) the extent to which future residents will utilize transit, and v) whether growth will occur in conjunction with some kind of phased allocation program.

It seems clear that certain types of development occurring in this area offer certain advantages while others do not. As examples of the former, Fairfield seems to be running an aggressive program to conserve and expand housing for low- and moderate-income people while at the same time market pressures favor extensive suburban residential development. Both Fairfield and Vacaville are analyzing growth in relation to fiscal issues and this seems especially appropriate to offset adverse fiscal consequences associated with strong pressures for residential growth in excess of those for new industrial development. Travis Air Force Base, one of four potential sites for commercial aviation activity in the North Bay counties (Marin, Sonoma, Napa, Solano), could potentially serve both air travel needs and increased industrial activity. On the negative side, communities are making commitments to expand and extend services in anticipation of new development and this may induce growth and negate opportunities to provide for a balance between residential and industrial growth. As services are extended to support low density residential uses and housing costs continue to increase, opportunities to address regional housing needs may also diminish.

III. STRATEGY: The strategy for this area is based on a number of A-95 reviews for wastewater service in Vacaville and the Fairfield/Cordelia, a growth management study in Vacaville, and CDBG applications for Vacaville and Fairfield. These reviews have supported a phased development program, the development of Cordelia as a new town, stressed the need to meet regional housing needs, to limit adverse development impacts on the Suisun Marsh and the premature conversion of agricultural lands to urban use. Staff DEIR reviews have reemphasized the recommendations of Executive Board and have endorsed proposals to integrate land use and service decisions. Specifically, the following implementation actions have been deemed appropriate for this area:

- o Wastewater facilities for the Fairfield/Cordelia area should be approved to serve development in a manner consistent with regional planning objectives:

- 1) designation of Cordelia as a new community site with conditions attached concerning staging, management, and protection against seismic hazards. The proposed interceptor and pumping station serving Cordelia should be approved on the condition that it be sized to serve only the existing capacity plus projected industrial flows,
- 2) preservation of prime agricultural lands through strengthened implementation techniques including annexation policies, urban service boundary designations, and joint City-County development of a open space and conservation element of their general plans. The proposed interceptor to Green Valley should be sized to serve only existing flows.<sup>1</sup>

- o Wastewater facilities for Vacaville should be recommended for funding with a condition that ABAG and City staff review the wastewater plan and population projections in order to achieve plan compatibility with a particular emphasis on the staging of urban development to avoid urban sprawl and to preserve prime agricultural resources.<sup>2</sup>
- o Noting that the study (Growth Management Study in Vacaville) will proceed with a recognition of areawide growth needs and that the potentially exclusionary impacts of growth management tools will be addressed as part of the planning process this project should be recommend for funding looking forward to the development of implementation measures. The City's growth management goals of orderly growth, adequate housing for all sectors of the community, adequate phasing of services for development, and the preservation of agricultural industry to provide for a balanced economy...appear to be consistent with regional policy.<sup>3</sup>
- o In the hope that future growth management policies will make explicit provisions for meeting low and moderate income housing needs, Vacaville's pre-application of CDBG funds should be recommended for funding.<sup>4</sup>
- o It is noted that Fairfield's one-year goal for subsidized housing (305 units) approximates the entire target figure for Solano County (217 units) outside Vallejo in ABAG's Regional Housing Subsidy Distribution System...approval of the City of Fairfield's (CDBG) application is recommended.<sup>5</sup>

- o Staff urges that proposal(s) for new industrial development in Vacaville should be evaluated on the basis of how much housing demand will be generated, the extent to which new jobs would effect unemployment and in relation to fiscal costs and benefits.<sup>6</sup>
- o Staff urges that scale of proposed water system expansion (in Vacaville) be evaluated in relation to a potential six year delay in the implementation of the City's growth management plan. It is staff's opinion that such a delay would run counter to the concerns of Executive Board expressed in their approval of the Growth Management Plan.<sup>7</sup>
- o Staff endorses the idea posed in the DEIR to initiate a study of long-term public service needs in Dixon which enables the City to evaluate development proposals on the basis of a comprehensive overview of the capacity of public services rather than expanding service systems incrementally in response to each new development.<sup>8</sup>
- o The growth inducing impacts of the Boulder Ranch Annexation (outside Vacaville) which will have a leap frogging effect in stimulating development between the urban core and the project site could result in the removal of 1200 acres from extensive agricultural use. The conversion of prime agricultural land to urban use was addressed in the Executive Board recommendation to fund wastewater facilities.<sup>9</sup>
- o Staff supports HUD in its effects to mitigate adverse impacts of proposed development in Suisun City as a condition for mortgage insurance. The DEIS points out numerous adverse impacts on transportation safety, flood susceptibility, overcrowding in schools, water shortages, fiscal capability to provide new services.<sup>10</sup>



FOOTNOTES

1. A-95 Review of Fairfield/Cordelia Sub-regional Wastewater Facilities, Grant File No. 34-73; September 20, 1973.
2. A-95 Review of Vacaville Wastewater Facilities, Grant File 27-73; July 21, 1973.
3. A-95 Review of Vacaville 701 Grant, Grant File 115-76; October 21, 1976.
4. A-95 Review of Vacaville's CDBG Application, Grant File 89-77; May 19, 1975.
5. A-95 Reivew of Fairfield's CDBG Application, Grant File 36-77; March 17, 1977.
6. DEIR Comments for Vacaville Valley Industrial Park; May 15, 1976.
7. DEIR Comments System Master Plan; May 12, 1976.
8. DEIR Comments on Watson Ranch Annexation; September 15, 1976.
9. DEIR Comments on Boulder Park Ranch; March 30, 1976,
10. DEIS Comments on Residential Development in Northeast Suisun; January 10, 1977.





13

## Napa Valley

Sub-regional Planning Area

ASSOCIATION OF  
BAY AREA GOVERNMENTS







## NAPA VALLEY PLANNING STRATEGY

- I. GENERAL CONDITIONS: The 1975 special census for Napa County shows a population of approximately 90,000, with about half residing in the City of Napa. Countywide about 62% of the population lives within cities, about 38% live in unincorporated areas. Growth of the county's housing stock has proceeded at a relatively constant rate since 1950. In the past five years, the cost of rental units increased at more than twice the rate of median household income. This may be indicative of an emerging housing problem for this area where 13.4% of the resident population is sixty five years of age and 8% of the population had incomes below the poverty level in 1970.

In 1973, Napa County had a resident labor force of 23,500 non-agricultural wage and salary workers. Approximately one third of these workers were government employees. The remaining labor force works in the service sector (22%), trade (19%), manufacturing (16%), construction (5%), and finance, insurance and real estate (3%). In 1975, local serving employment outnumbered basic employment opportunities by a ratio of two to one. The county has had one of the lowest total revenue per capita rates in the region. Assessed valuation per capita is second highest among North Bay counties (Marin, Solano, Sonoma, and Napa). Agriculturally, the wine industry is important both as an economic enterprise and as a source of tourism. Environmentally, oxidant concentrations are surprisingly high in this area although topographic conditions undoubtedly make the area sensitive to downwind sources in Vallejo and Contra Costa County.

Presently, local land use policy serves to direct future growth to the cities. Existing city limits are designated by the LAFCO as the limits of urban development except in the American Canyon area where approximately 4000 acres are available for future industrial use. Within the cities, limited excess wastewater capacity may limit population growth to approximately 10,000 population, but facilities are sized in accordance with a integrated land use/service provision program reflected in both city and county plans and ordinances. Large lot zoning in unincorporated areas tend to reinforce the orientation towards compact growth. Although the residential growth potential may exceed that for industry both categories may be slow relative to the rest of the region.

Away from urban settlements in Napa County, a number of significant resource activities occur. As indicated above the wine industry is an important economic activity for which the county is very well known. Lake Berryessa is the largest man-made lake in California and draws visitors throughout the region. Geothermal energy exploration is also occurring within the county.

- II. REGIONAL ISSUES/OPPORTUNITIES: Although more dynamic development activities are likely to occur elsewhere in the region, the development pattern in the Napa Valley offers a number of advantages. Both urban and rural land use and service policies direct residential growth to existing communities, achieving savings in the cost of providing services without imposing impediments to maintaining agricultural and resource management activities in rural areas. With limited water and wastewater capacity to accommodate new development and coordinated land use and service

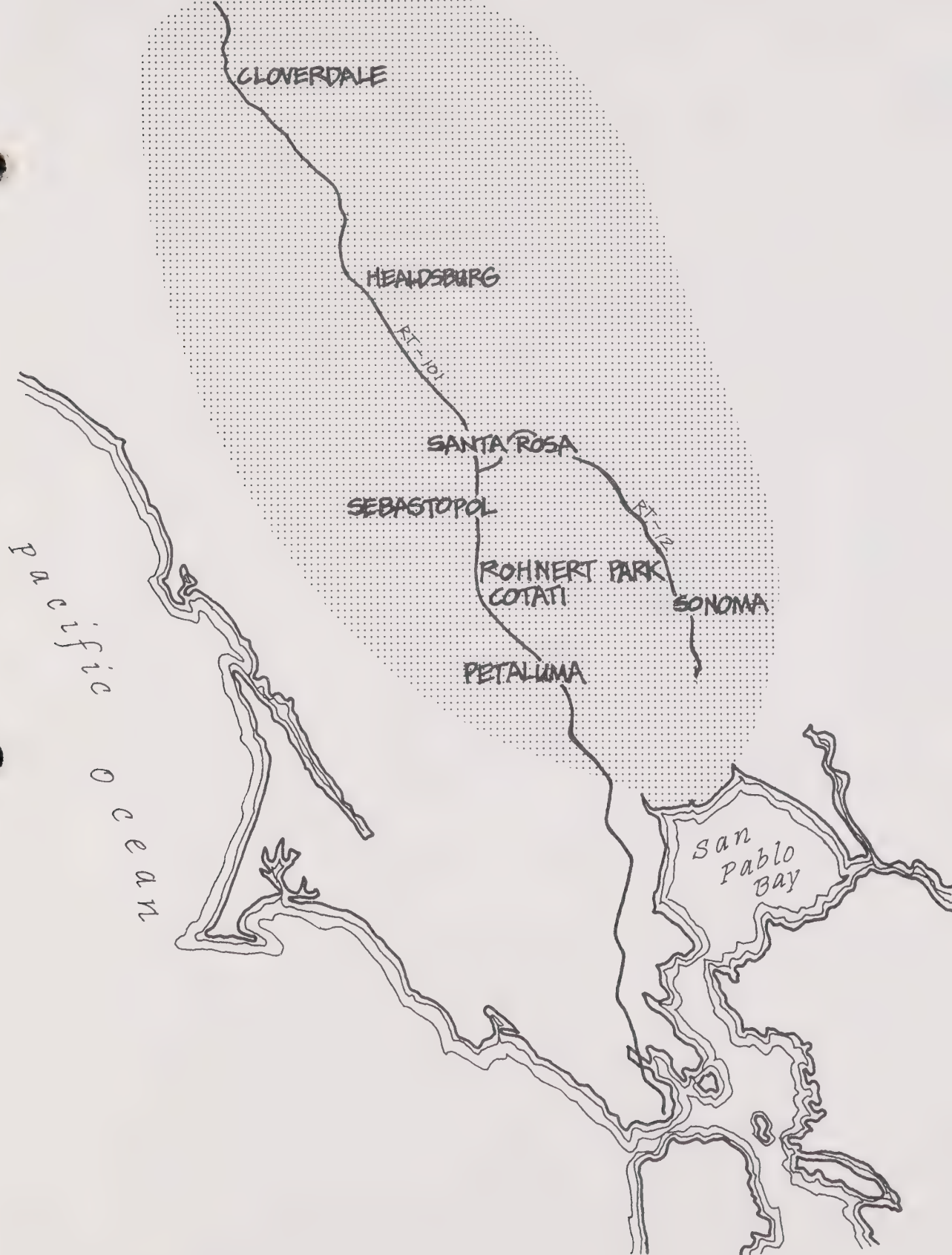
policies, future development will likely occur as it has in the past: following the orientation toward compact growth.

As the Valley becomes more accessible to the rest of the region and as industrial activity increases in the American Canyon area or elsewhere in proximate areas of Solano County, pressures for additional residential development could increase markedly in the Valley. Since the Napa Airport is one of four potential regional airport facilities to serve the North Bay counties (Solano, Napa, Sonoma, and Marin), its expansion could also stimulate economic growth. When and if economic development pressures increase, Valley communities may be faced with decisions to expand the capacities of public services and it may become more difficult to maintain the character of existing communities in a setting removed from many of the problems of more rapidly developing areas. The present county general plan anticipates additional development pressure and has taken steps to avoid radical change in Valley. Calistoga may be one area where pressures may be more immediate as commuting increases in response to economic development in Santa Rosa and elsewhere in Sonoma County.

At the present scale of development a number of diverse issues merit attention: i) As housing costs increase faster than personal income, the housing and service needs of the elderly may become increasingly difficult to address, ii) As the Valley continues to provide regional recreational and tourist attractions, the lack of regional transit facilities keeps these activities beyond the reach of transit-dependent populations, iii) Regional transit service is also lacking to serve commuters, hence access to jobs elsewhere entails long distance automobile commuting and may serve to increase mobile source emissions.

III. STRATEGY: Based on past actions of Executive Board, there is no strategy for this area.







## CENTRAL SONOMA COUNTY PLANNING AREA

- I. General Conditions: Central Sonoma County is an area where some of the region's most significant population and economic growth could occur. The annual population growth now approaches 12,000 new residents per year and indications are that in-migration is presently the primary stimulus for population growth. Between 1970 and 1973 out-commuting from the county increased by 50%. While in-migration and commuting seem to reflect a more affluent population moving into the area, nevertheless, the 1970 census shows 10.4% of all families with income below the poverty level, the highest percentage in any of the four Bay Area SMSAs. Presently, single family housing units outnumber multiple family units by a ratio of more than two to one. Multiple-family housing may increase at a rate three times greater than the anticipated increase in single-family housing over the next twenty years. Over the same time period out-commuting is expected to increase by almost 100%.

Until recently, economic growth in Central Sonoma County responded primarily to population growth with growth in local-serving jobs (retail sales, professional services, real estate, finance) outnumbering basic industrial jobs. Around 1968, a new trend emerged with a growing number of high technology industries establishing facilities in Sonoma County along with a number of small manufacturing enterprises. Approximately 6,000 acres of land are designated for industrial use. Total employment is expected to increase by 112% over the next twenty years, with basic employment increasing by 83%. Inexpensive land, a large semi-skilled resident labor force, and environmental amenities are factors that contribute to the County's ability to attract new industry. Santa Rosa, Petaluma, and Rhonert Park could all be focal points of future economic activities.

In response to rapid growth and change, local governments have applied stronger land use controls. Petaluma's Residential Development Control System limits the total number of dwelling units that can be built in a year and establishes a procedure for choosing among potential developments. Santa Rosa has adopted a growth management program that integrates annexation and urban expansion policies. Sonoma County has an adopted "community separator" policy which leaves lands in open space between community centers.

In spite of these individual efforts, there is a lack of consensus between the cities, Sonoma County, and special districts on development objectives. Presently Sonoma County is the only county in the region where city spheres of influence have not yet been adopted by the Local Agency Formation Commission. In some cases, service districts serve urban development without annexation and prior to the resolution of development policy conflicts. Sonoma County has approved development proposals at the borders of existing cities without coordinating with the annexation policies of the cities. As yet, intergovernmental mechanisms to implement coordinated development objectives have not been established.

Although urban development pressures have largely been limited to areas from Santa Rosa south, more recently development has been occurring in the Windsor unincorporated area just north of Santa Rosa and may soon extend further north to Healdsburg. North of Santa Rosa, agriculture constitutes the major economic activity. In 1976 the value of agricultural production in the County was the highest of all Bay Area regionwide. The wine industry constitutes both a significant resource production function as well as a source of tourism.



II. Regional Issues/Opportunities: With population and economic growth occurring rapidly and simultaneously in Sonoma County and with the potential to attract and absorb more growth, a number of issues emerge:

- 1) Similar to other areas where major economic growth could occur, the distribution of these activities among the various jurisdictions will determine the extent to which fiscal disparities will arise. Past growth has been spread among communities between Petaluma and Santa Rosa in both incorporated and unincorporated areas. As demands increase to accommodate residential development throughout the area, it is not clear that all communities would be able to attract the amount or type of industry necessary to meet increasing demands to provide services and facilities to residential development. In contrast to the existing pattern of development, with economic growth shared among the cities, it appears that Santa Rosa could potentially serve as a major sub-regional employment center. If economic growth were concentrated here a number of advantages could be realized (as discussed below) even though this could have negative fiscal impacts on neighboring jurisdictions.
- 2) While industrial growth offers the potential to relieve unemployment and reduce commuting, recent growth has not seemed to have either of these effects. Even if additional employment opportunities serves to reduce long distance commuting in the future, it is unclear whether air quality benefits could be realized without increased use of both regional and local transit facilities. Presently the planned pattern of future residential development, dispersed low density growth in conjunction with a dispersed economic growth may serve to deter successful transit operations.

- 3) As dispersed residential development continues to occur a number of adverse impacts may follow: increased costs of providing most public services, the premature conversion of agricultural lands to urban use, increased housing costs, and potentially restricted opportunities to provide low and moderate income housing. The siting of industrial and major commercial uses at the fringe of existing developed areas and in unincorporated areas may also contribute to pressures for dispersed residential development. The scale of economic activities in these locations may jeopardize attempts to revitalize older commercial areas more central to existing communities (e.g. Santa Rosa).
- 4) The Santa Rosa Airport is one of four potential sites for future commercial aviation activities in the North Bay Counties (Solano, Marin, Napa, Sonoma). In addition to evaluating its impact in serving future air travel needs, airport development should be analyzed as an industrial activity which may generate additional employment and economic activities.

III. Strategy: The few ABAG implementing actions affecting this area have not been directed at the range of issues described above. Earlier ABAG reviews of development projects in Sonoma have generally called for a compact growth pattern by maintaining spatial distance between community centers.







## NORTH COAST PLANNING AREA

- I. General Conditions: This regional sub-area is the most sparsely populated in the region. Presently urbanization is limited to a number of small communities along Highway One: Stinson Beach, Bolinas, Point Reyes Station, Inverness, Tomales, Jenner, and Ross. In addition to these communities a number of large subdivisions (e.g.s. Sea Ranch and Bodega Harbour) and "second home" recreational communities are planned. One of the most dramatic plans for urbanization in this area would expand the population of Bodega Bay from 500 to 10,000. Agriculture and recreationally oriented jobs make up the most significant aspects of the area's economy. Timber harvesting still constitutes an important resource production activity in Sonoma County although its productivity has declined near the coast. The dairy industry, one of the last family farm enterprises, has also declined due to a lack of water and economic trends which favor larger agricultural businesses than are found on the coast.

The North Coast planning area contains a wealth of environmental resources unique to coastal areas of the region. In 1975, over 75,000 acres or approximately 67% of Marin County's coastline was in public ownership. The Golden Gate National Recreational Area and the Point Reyes National Seashore are the two largest Federally owned recreational areas. The State and county own less extensive facilities in Marin County. In Sonoma County, public lands comprise approximately 38% of the shoreline. In addition to recreational areas, marine and coastal wildlife habitat areas are found along the coast, rivers, and bays; safety hazards include the presence of the San Andreas Fault, erosion and landslide areas; low lying coastal areas and flood plains are subject to tsunami.

Access to this area is extremely limited. Highway One provides north-south access along the coast and connects the north coast to more urbanized areas in Marin County. Peak hour volumes exceed capacity in Stinson Beach and Bodega Bay and additional urban development could create similar problems elsewhere. Highway 116 provides access to urbanized areas in Sonoma County. Transit service is limited to the southern portions of Marin County. Presently only 1% of coastal travellers make use of transit. (Conditions analyzed and documented in detail in ABAG's Regional Ocean Coastline Plan; July, 1973 and the Preliminary Coastal Plan: Regional Supplement North Central Coast Regional Commission; March, 1975.)

## II. Regional Issues/Opportunities

In the past, local planning and development efforts were predominantly urban-oriented. Land divisions and development have pre-empted prime agricultural lands, threatened unique natural habitats, and diminished the scenic and recreation values of the coastal area. Moreover, many developments have occurred on sites with severe public safety hazards, or are further straining already limited water resources. Although large scale acquisitions by public agencies may eliminate some of these problems a number of issues still remain:

- 1) The extent to which new development would degrade environmental resources - Coastal areas provide a wealth of environmental resources which can't be duplicated elsewhere. As new development occurs, its location relative to critical areas will determine whether resource protection can be achieved. Compact growth, i.e. infill, of existing communities rather than dispersed growth may be the means to accommodate new development at the least environmental cost.

- 2) The availability of services and facilities - Public investments in sewer, water, and transportation facilities are primary influences in shaping the pattern of land use which evolves along the coast. These investments are committed on the basis of public policy--either express, implied, intentional, or accidental. Their use as positive instruments to control and manage urban development will affect the extent to which conservation and development objectives can be achieved. With limited capacities of most public services, conflicts or competition may arise in meeting the demands of residents and visitors.
- 3) Economic Development - Although recent acquisitions and legislation may limit the extent to which development threatens the economic productivity of agriculture, the existing tax structure may still serve to make agriculture less profitable. Although the Williamson Act is designed to preserve agricultural areas, its impact is not sufficiently reflected in market values to provide for efficient management of agricultural resources. New avenues must be explored.
- 4) Providing access to the Coast - Although some resource areas are extremely vulnerable to degradation by human use, the value of recreational resources can't be realized without providing adequate access. Accordingly, commercial-recreational facilities may be needed to serve visitors if access is increased. Presently, options to improve accessibility to this area seem limited. Funding for expanded highway facilities is limited and additional capacity may result in a number of adverse environmental impacts. Transit operations are expensive and the cost may limit opportunities to expand services.

- 5) Institutional Relationships - The Coastal Commission has the regulatory power to control development in this area. ABAG's Local Government and Organization Committee has endorsed the State Coastal Plan. Whereas ABAG's policies are seen to be consistent with those of the Coastal Plan, ABAG's perspective toward coastal issues is not the same hence attitudes toward implementing actions (e.g. building or siting facilities) may differ slightly.

III. Strategy: ABAG's Regional Ocean Coastline Plan identifies strategies for accessibility, acquisition of key open space areas, and the provision of public facilities (water, wastewater, transportation) to implement the policies of the plan. A summary of these implementing actions are compiled below. For a more detailed version of these strategies and their implications, see Chapter IV of the ROCP, approved by Executive Board July 19, 1973. Maps which portray these actions graphically are attached to this summary.

#### Public Services

Coastal development should be directed to designated community growth areas and away from areas of high open space value or hazards to public safety through control of location, capacity, and timing of major public facilities.

#### Accessibility

1. A regional coastal recreation access plan to develop an attractive public transportation alternative should be prepared immediately. Supplementary public recreational access should be provided for all significant increases in recreational facilities.



2. Major upgradings which would significantly increase the vehicular capacity of the coastal roadway network should not be permitted.
3. Proposals for development outside community growth areas also should provide local-serving commercial facilities and internal circulation systems to minimize external automobile travel.
4. A trail system is also proposed, including biking, hiking and horse trails to serve regional needs. Major recommendations consist of interconnected shoreline, coastal terrace, and up-land ridge trailways, and trails to provide access to important recreational opportunities and interior population centers.

#### Water Supply and Sewage Disposal

1. In Community Growth areas, extension of facilities and creation or expansion of service districts are permissible.
2. In Open Use-Limited Development areas, no expansion of existing facilities to increase capacity beyond that necessary to serve existing development should be permitted. In such areas only internally supporting, self-contained facilities should be permitted.
3. In Natural Resource Conservation areas, extensions of water supply and sewer service facilities may be provided for recreational uses, and extensions of water supply facilities may be provided for agricultural uses.

Five additional strategies deal with water supply and sewage disposal outside community growth areas:

- a. except for agricultural uses, no interbasin transfer of water shall be permitted;

- b. effluent treatment must be accomplished locally, using an appropriate land disposal or package treatment system, and all dischargers must comply with requirements to be set by regional water quality control boards;
- c. all direct and indirect costs for water supply and sewage disposal systems should be borne by their developer or user and not passed on to the public;
- d. sewer and water systems must be designed and constructed at a capacity appropriate only for the proposed use;
- e. services may be inaugurated, expanded or extended for development already initiated which assumed available services, and development already completed for which such service is now required by discharge requirements of a regional water quality control board.

### Acquisition

Priorities for acquisition have been assigned and mapped in the plan. Key coastal open space resources which do not lend themselves to regulation are assigned an acquisition priority, based on the relative regional open space value of the area and the threat of loss. It is not the intent of these priorities to supplant continuing park, recreation, open space or natural preserve acquisition programs of the many agencies involved in such work, but to augment regulation in an attempt to assure compatible use of regional open space resources.

Additionally, the following implementation actions, cited as development review criteria in the ROCP (pp 4-5) are part of the strategy for this area in that they constitute actions necessary to implement the policies of the ROCP.

- o Uses may not degrade the quality of critical open space elements of the coastal environment - wildlife habitat resources, recreational resources and prime agricultural resources. Wildlife habitat resources should be limited to educational, scientific and recreational uses which have a high degree of compatibility and minimal impact. Public recreational resources should be maintained in appropriate open space uses for public use and enjoyment. Prime agricultural resources should be reserved for appropriate agriculturally - dominated activities. They should not be committed to development nor subjected to such development pressures that agricultural operations are taxed so heavily that they cannot survive.
- o Hazards to public safety include earthquake-induced ground shaking, slope instability, shoreline erosion, steep slopes and flooding from storm runoff or seismic sea waves. Development should not be permitted which could reasonably be expected to result in significant hazards to persons or property, or where demands may be reasonably anticipated for major alterations to the environment as protection against hazards.

- o Development must conform to all public service policies indicated above. Additionally, development which would result in levels of use in excess of existing highway capacity should not be permitted.
  
- o No development should prevent reasonable and appropriate public access from public roads to the tidelands. An upland public easement, at least 100 feet in width, should be dedicated to provide access along the shore. Such easements are to be in addition to setbacks necessary due to hazards.







## URBANIZED MARIN COUNTY PLANNING AREA

- I. GENERAL CONDITIONS: This area supports one of the most affluent populations in the region. On a countywide basis, the median income level is the second highest in the region, the percentage of families below the poverty level is the second lowest. Housing values and rents are the highest in the region and assessed valuation per capita also ranks high. As is the case elsewhere in the region, housing values and rents continue to rise faster than median household incomes. Most housing is in good condition, only 6.5% of the total housing stock was physically substandard, overcrowded (or both) in 1970. Demographically, household size in the county is declining. Although this decline may not be as dramatic as in other areas in the region, it may lead to fundamental changes in this area where communities have historically developed as family-oriented suburbs.

Locally, wholesale and retail trade, services, and government provide about 75% of all job opportunities in the county. In 1970 there were only 50,000 jobs and with about 62 jobs per 100 employed residents this ranks Marin lowest among all Bay Area counties. Over half the resident labor force commutes to work outside the county, over a third of the commutes to San Francisco. Compared to other North Bay counties (Sonoma, Napa, Solano, and Marin Counties), transit use in Marin is by far the highest, with about 9.1% of the labor force commuting to work by transit. This percentage is the third highest regionwide, exceeded only by the more urbanized San Francisco and East Bay areas. Even with this percentage of transit commuters, peak hour congestion occurs along Highway 101 in Mill Valley, Corte Madera, Greenbrae, and San Rafael.

Local development policies provide for controlled growth throughout much of this area. The Richardson Bay Residential Review Ordinance establishes a dwelling unit quota for some communities in conformance with countywide plan projections. Similar growth management mechanisms are being developed for use throughout this area. Generally most population growth is being accommodated within LAFCO spheres of influence. Based on local projections, the percentage of people which reside in the cities (relative to rural areas) will increase in future years. Multiple family housing is anticipated to increase its share of the total housing stock.

Both basic and population serving employment is projected to increase by two-thirds over the next twenty years in the county but much of this growth depends on plans to develop Hamilton AFB as a major employment center. The county lacks several factors which tend to foster economic growth: the availability to inexpensive land and labor, rail transportation, deepwater harbors and a central location with respect to regional markets.

The extent to which the capacity of services would effect population growth is uncertain. New wastewater facilities are being planned for the entire area at a capacity consistent with local projections. Flow limitations imposed by State regulatory agencies may limit the useable capacity to a level substantially lower than planned, at least on an interim basis. The most apparent short-term constraint to growth is water. This area is served, in part, by the Marin Municipal Water District which participates in a service allocation program with the cities and the county. Additional supplies from the North Marin Intertie, the Soulajule Reservoir, and reclamation of wastewater could potentially overcome the constraint which existing water supplies impose.



As elsewhere, air quality emissions for particulates and oxidant exceed established standards, although existing conditions are not as severe as the more heavily polluted areas of the region (e.g. Livermore, San Jose). Water quality problems include periodic algal blooms in several locations and the discharge of raw sewage from houseboats in Richardson Bay. Shellfish harvesting is prohibited off the Marin County coast in San Pablo Bay due to high levels of bacterial and/or heavy metal concentrations.

II. REGIONAL ISSUES/OPPORTUNITIES: Local governments and service agencies in this area are taking assertive measures to guide and manage urban growth. New development is directed to existing developed areas to foster a pattern of compact growth. While this development pattern avoids development in hazardous areas, limits the costs of extending services, and will likely foster the use of transit (especially as residential development densities increase), a number of problems occur:

- 1) Projected increases in economic activities could have varied impacts. While any significant increase could have fiscal advantages, the type of employment opportunities expanded would have different consequences. The availability of higher paying jobs within Marin may be one pre-condition to eventually reduce out-commuting but whether the likely magnitude of this type of job growth would be sufficient to have this effect remains to be seen. Without this type of in-county job growth the capacities of transportation facilities (highways and transit) may be inadequate to serve future commuters. The expansion of lower-paying jobs offers the promise of reducing unemployment but lacking the ability to afford housing in Marin, new employees would be faced with regressive commuting costs as they commute into the area.

- 2) Future housing conditions and growth management policies should be viewed in relation to expanded economic activities. Housing costs, as affected by public policies and otherwise, may limit opportunities to diversify housing opportunities and achieve income balance as employment opportunities expand. Presently there are indications that young families and the elderly have difficulty staying in Marin because of the rising cost of housing, transportation and other living expenses. Unless growth management efforts are geared to provide a diversity of housing opportunities including housing for low and moderate income people, their implementation could negate efforts to develop more balanced social and economic communities.
- 3) As indicated above, commuting patterns will likely change in response to increased economic activity and the changing demographic profile of the resident population if and when they occur. The need for new transportation facilities should be evaluated in terms of these trends in order to both maintain and increase the level of transit use and to realize related air quality benefits. Non-commute travel is also an issue for both residents and non-residents who gain access to coastal recreational facilities by traveling through Urbanized Marin County. Meeting recreational travel demands, especially by transit, appears necessary in light of both policy and funding constraints for expanded highway capacity and to meet the needs of transit dependent populations both locally and regionwide. Transit-dependent populations would benefit from access to shopping and public facilities, as well as recreation.



- 4) Potentially, the determination of which North Bay airport site is designated as a regional commercial aviation facility would have a great impact on strategy options in Urbanized Marin County. Hamilton AFB is one of four potential sites for commercial aviation activity and its expansion may well be conducive to attracting airport related industry to spur its development as an employment center. Neither Marin County nor Novato favor commercial aviation use at Hamilton. The County does favor general aviation facilities at Hamilton while Novato supports this type of use at Gness Field, northeast of the city. Since the Hamilton AFB area probably offers the greatest potential for industrial growth in the county, decisions about the future use of this facility should be viewed in the context of potential impacts throughout this planning area.

III. STRATEGY: Based on past actions of the ABAG Executive Board a regional strategy for this area does not yet exist. The strategy for the Marin-Sonoma Coastal area, which emphasizes limited highway capacity to protect coastal resources has applicability to this area.

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